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ABSTRACT

This annual publication introduces Japan's educational policies in education, science, sports, and culture. Part 1, "Trends in Education Reform," discusses fundamental concepts in educational reform. Part 2, "Mental and Physical Health and Sports," includes two chapters. Chapter 1, "Health and Sports into the Future," examines 5 concepts: fundamental concepts; mental and physical health and learning; realization of lifelong participation in sports; promotion of top-level sports, and establishment of the sports promotion lottery system. Chapter 2, "Toward Enhanced Health Education," discusses 5 concepts: instruction in various areas of health; drug abuse prevention; sexual and AIDS education; food-related instruction; school lunches; and school safety. Chapter 3, "Toward the Realization of Lifelong Participation in Sports," discusses 4 concepts: stamina, ability to exercise, and interest in sports; physical education at schools as the foundation for lifelong participation in sports; development of community sports environments; and sports life and environments in other countries. Chapter 4, "Improving International Competitiveness and Promoting International Sports Exchange," discusses 5 concepts: the current state of international competitiveness in Japan; improvement of international competitiveness; promoting international exchange through sports programs; promoting professional sports, and promoting participation in diverse areas of sports. (SM)

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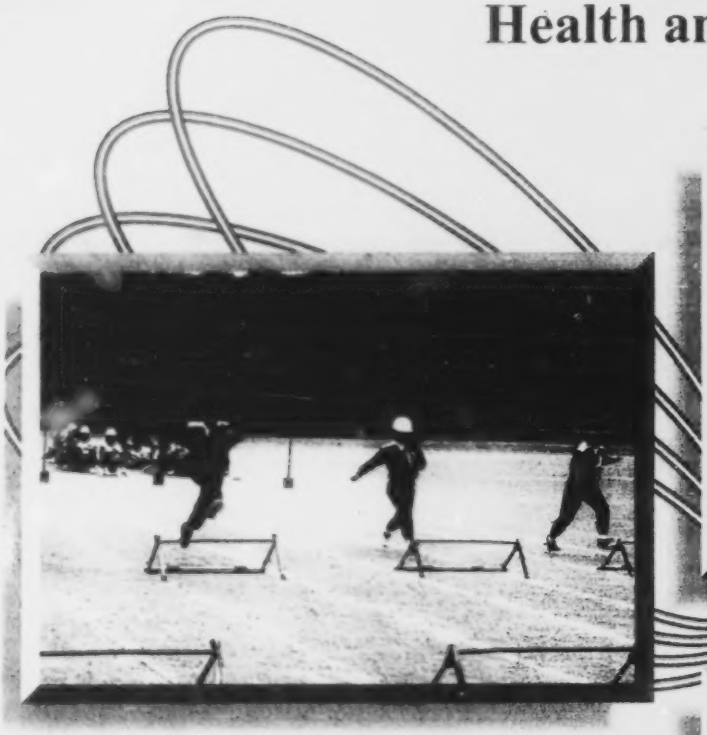
JAPANESE GOVERNMENT POLICIES IN EDUCATION, SCIENCE, SPORTS AND CULTURE

1998

Mental and Physical Health and Sports



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JAPANESE GOVERNMENT POLICIES IN EDUCATION, SCIENCE, SPORTS AND CULTURE 1998

Mental and Physical Health and Sports

Ministry of Education, Science, Sports and Culture
Japan

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This is the English edition of Trends in Educational Reform and Part 1 of a report on Government policies in education, science, sports and culture (*Wagakuni no Bunkyo Shisaku*), originally published in Japanese in 1998 by the Ministry of Education, Science, Sports and Culture.

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FOREWORD

In the coming twenty-first century, in order to develop Japan as a country with vitality, and to aim for a nation based on creativity of science and technology and a culturally oriented nation, the promotion of education, science, sports and culture, which is a basis of central government, is extremely important. Moreover, allowing the children who will shoulder responsibility for future generations to grow up strong and emotionally rich is crucial in creating a clear vision of Japan toward the twenty-first century. The Ministry of Education, Science, Sports and Culture (MESSC) conducts continuous reviews in all areas of education, science, sports and culture, and advances various reforms which respond to the changes in this era. In order to introduce these educational policies to the general public, MESSC has been publishing *Japanese Government Policies in Education, Science, Sports and Culture* every year since 1988.

In the 1998 edition of *Japanese Government Policies in Education, Science, Sports and Culture*, the beginning section explains the introduction of trends in educational reform, which are being advanced with the utmost effort along the lines of the Program for Educational Reform, first introduced in 1997 and twice revised since then.

Part I is a special feature entitled "Mental and Physical Health and Sports." The feature reflects the increasing importance of the role of health-related learning and sports, from the perspective that promoting mental and physical health and leading a healthy life full of energy is essential. The feature describes views and policies for the public to acquire accurate knowledge about health and for them to live happily and healthily while enjoying sports.

Part II, while respecting trends in educational reform, describes the main content of educational policies in each respective field of education, science and culture.

I hope that this report will enhance your understanding of the Government's current policies concerning education, science, sports and culture.

Akito Arima
Minister of Education, Science, Sports and Culture
October 1998

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TRENDS IN EDUCATIONAL REFORM

TRENDS IN EDUCATIONAL REFORM

Fun in the pool (Konancho First Elementary School)

Fundamental Concepts toward Educational Reform

In the coming twenty-first century, in order to develop Japan as a country with vitality, and to aim for a nation based on creativity of science and technology and a culturally oriented nation, the role of education, which is the basis of all social systems is extremely important.

Looking back at the development of Japan since the Meiji Era (1868–1912), it is needless to say that from the outset, the enthusiasm of the Japanese for education involved the spread and enhancement of the education system and the tireless efforts of the people concerned with education. It is the responsibility of people in this generation to inherit the results of education, to continually advance measures for reform for a new generation and to pass them on to the next generation.

Examining the present conditions surrounding children, while they lead prosperous lives and the qualitative expansion of education is being realized, there are far more serious problems: the decrease in the educational power of the home and the community, excessive entrance examination competition accompanying the rise in the advancement rate, bullying, and refusing to attend school and juvenile delinquency.

It cannot be denied that Japanese education to this day has tended to fall into the category of education which one-sidedly implants knowledge so that an education which fosters the capability to learn and think for oneself and cultivates rich humanity has been neglected. It can also be said that too little thought has been given to the expansion of the diverse individuality and abilities of each child by stressing the importance of equality in education.

Based on the present situation, since 1997, with educational reform being one of the "Six Major Reforms" of the Government of Japan, various reforms are being carried out.

The following perspectives are important for the advancement of educational reform.

(1) To reform trends which overemphasize intellectual training and cram-style education, to stress the importance of education which fosters the cultivation of rich humanity, such as sense of right and sense of morality, but to also make children realize fully not only the emphasis on rights and freedom, but also the duty and responsibility which comes with them.
(2) To break free from the egalitarianism which has increased to an extreme in the postwar period, and to promote change toward an education respectful of the individuality and abilities of each child.
(3) To aim for a nation based on creativity of science and technology by further improving the standard of basic research and advanced science and technology.

Based on these fundamental concepts, in January 1997, the Ministry of Education, Science, Sports and Culture (MESSC) drafted the "Program for Educational Reform," which brings to light the topics and schedule of educational reform. While respecting the progress of later measures in the Program, revisions were made twice, in August 1997 and April 1998, and at present, MESSC is making the utmost effort in promoting educational reform along the lines of this new Program.

1. Program for Educational Reform

In April 1998, second stage revisions of the Program for Educational Reform were made. These concerned the serious issue of juvenile delinquency in recent years, the interim report of the Central Council for Education, and the formation of the 1998 fiscal year budget and the development of related policies. We have made efforts with these revisions to reorganize the four particularly important pillars of educational reform, and to clearly define the path of reform. These areas are:

(1) To enhance emotional education;
(2) To realize the school system that helps children develop their individuality and gives them diverse choices;
(3) To reorganize schools out of respect for individual schools' autonomy; and
(4) To promote university reform and research activities.

In addition, as concrete contents, having received the interim report of the Central Council for Education published in March 1998, the following policies have been incorporated as

emergency policies concerning the enhancement of emotional education.

(1) To create guidance materials for teachers, and to enhance research and development into teaching materials for the improvement and enhancement of moral education.

(2) To promote the effective use of spare classrooms as counseling rooms, or "classrooms for easing children's minds," and to enhance counseling through the cooperation of workers who have experience in teaching and leaders of youth organizations as "advisors in the classroom for easing children's minds."

(3) To support home education taking advantage of maternal and child health opportunities, such as granting mother-child health record books and medical examination for three-year-olds, by creating and distributing the *Home Education Handbook*, a brief handbook describing model home discipline, etc.

(4) To implement the comprehensive five-day school week from the beginning of FY2002, which is one year earlier than planned.

In addition, to realize the school system that helps children develop their individuality and gives them diverse choices, the provision to create a unified lower and upper secondary school education system from 1999, in accordance with amendments to the School Education Law and other related laws, is being incorporated. Concerning the promotion of reorganization of schools out of respect for individual schools' autonomy, with the report of the Central Council for Education in September 1998, the advancement of the realization of independent school management and decentralization of educational authority are being incorporated. Concerning the promotion of university reform and research activities, the promotion of discussions by the University Council and the Science Council regarding policies into the vision of universities in the twenty-first century and scientific research, and the comprehensive development of science and technology research, is being incorporated.

MESSC, based on this Program, is enhancing measures and related policies aimed at system reform, and is working to promote deliberation in the Councils (there are reference materials pertaining to the major points and the current state of progress of the Program for Educational Reform).

Major Points and Current State of Progress of the Program for Educational Reform

(as of 21 September 1998)

To Enhance Emotional Education

Major points	Time schedule
❮To enhance emotional education❯ **To enhance national recognition of the significance of emotional education** ♦ Promotion of home discipline ① Promotion of home education through mother-child health programs (in cooperation with the Ministry of Health and Welfare) ② Promotion of participation in home education by fathers ♦ Making the most of the local community's resources ① Local community supported child rearing ② Enhancement of children's hands-on learning activities ③ Measures against harmful information ♦ Schools should be places to cultivate children's sound minds ① Improvement of moral education ② Reinforcement of counseling services ③ Strong measures against children's problematic behaviors	Request for advice to the Central Council for Education (4 August 1997) → Interim report (31 March 1998) → Report (30 June 1998) → **Advancement of necessary policies** ↓ ↓ **Implementation of new policies for FY1998** Survey and research into the utilization of home education counselors National Action Plan for Children's Emotional Education Especially focusing on the following points in 1998 ❮Implementation of Extremely Urgent Measures❯ ♦ Public Relations activities for the people ♦ Reexamination to ensure safer schools ♦ Improvement of the moral education ♦ Establishment of "classrooms for easing children's minds" ♦ Enhancement of counseling for "advisors in the classroom for easing children's minds"
♦ Cultivation of children's "zest for living" and actualization of school life with free scope for children's growth **Implementation of the comprehensive five-day school week** ◊ Careful selection and reexamination of educational content ◊ Reduction of class hours (implementation one year earlier than originally scheduled)	Curriculum Council deliberations (conclusion of deliberations 22 June 1998) → Report (29 July 1998) → Amendment to ministerial ordinances of courses of study public notification (aimed for FY1998) → Editing, authorization and approval of textbooks (1999–2001) ♦ Establishment of Period of Integrated Study (Including English-language instruction in elementary school) ♦ Increasing the number of elective courses ♦ Improvement of the moral education ↓ **Implementation of the comprehensive five-day school week and new curriculum**
♦ Training teachers who can deal with children's distress ① Improvement of teacher training curriculum ② Promotion of the system that appoints adults to be school lecturers ③ Expectation for highly qualified teachers (active utilization of graduate programs) ④ Promotion of the field training program at each stage of teacher training	For ①~②, Education Personnel Training Council Report (28 July 1997) → Bill on amendment of the Education Personnel Certification Law (submitted to the ordinary session of the Diet) ↓ (enacted on 4 June 1998) → Notify universities and boards of education (FY1998) → Approval of programs for universities, etc. (FY1998~) ↓ **From FY1999, transfer to new curriculum** **Expansion of the involvement of adults in the educational system implemented from July 1997** For ③, Education Personnel Training Council deliberations (23 June 1998 interim report) → **Report (planned to submit on 10 October 1998)** → **Advancement of necessary policies** For ④, advancement of necessary policies (introduction of hands-on nursing, etc., for the training of teaching personnel [special law on hands-on nursing], expansion of hands-on society training)

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To Realize the School System that Helps Children Develop Their Individuality and Gives Them Diverse Choices

Major points	Time schedule
♦ Introduction of unified lower and upper secondary school system Diversification of the school system such as the establishment of "secondary schools"	Central Council for Education report (26 June 1997) → Submission of bill on amendment of the School Education Law and other related laws (ordinary session of the Diet) (enacted 5 June 1998) → Implementation in prefectures, etc., from FY1999
♦ Relaxation of university entrant's age restriction (Fields of mathematics and physics (for the time being) From 18 years old to 17 years old)	Ministerial ordinance amendments (31 July 1997) → Implementation from FY1998
Improvement of entrance examination system for universities and upper secondary schools	Promotion measures in universities and boards of education (In upper secondary schools, implementation of high school entrance examinations which reflect individual school's characteristics In universities, promotion of active utilization of the national examination administered by the National Center for University Entrance Examination)
♦ Transfer from professional training colleges to universities	University Council report (18 December 1997) → Submission of bill on amendment of the School Education Law and other related laws (ordinary session of the Diet) (enacted 5 June 1998) → Possible implementation from FY1999
♦ Loosening of the restrictions on school district for public elementary and lower secondary schools	Implementation of notification and information provision to cities, towns and villages (creation of case study reports and utilization of an information network of the National Education Center)
♦ Tighter cooperation between kindergarten and day nursery ① Closer cooperation in terms of educational content and training for teaching staff ② Establishment of a flexible operation system including facility-sharing	Reviewing concrete measures with the Ministry of Health and Welfare (regarding ①, joint notification [March 1998]) → Continuous implementation from FY1998

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To Reorganize Schools out of Respect for Individual Schools' Autonomy

Major points	Time schedule
♦ Actualization of independent school management ① Establishment of school principal's leadership ② Improvement of school management system ③ Reorganization of schools which welcome parents' and local residents' opinions	Report (21 September 1998) → Advancement of necessary policies
♦ Set up of administration system in which local municipalities assume responsibilities (decentralization of power in education) ◊ MESSC to decide and supervise basic points of school education such as courses of study outlines and textbooks ◊ Decisions to be made by schools and boards of education concerning specific points of school management (Others, including the abolishment of approval of appointments of superintendents)	Request for advice to the Central Council for Education (30 September 1997) → Interim report (27 March 1998) → Decision on the decentralization program of the entire government (29 May 1998) → Submission of bills concerning laws (planned to be made for the 1999 ordinary session of the Diet)
♦ Promotion of a liberal and lively social education Review of compulsory establishment of regulations over public halls and libraries	Request for advice to the Lifelong Learning Council (16 June 1997) (interim report of 23 March 1998) → Decision on the decentralization program of the entire government (29 May 1998) → Report (17 September 1998) → Submission of bills concerning laws (planned to be made for the 1999 ordinary session of the Diet)

To Promote University Reform and Research Activities

Major points	Time schedule
♦ The vision of universities in the twenty-first century ① Reform of graduate school system ② Improvement of undergraduate education ③ Revision of organization management system of universities ④ Establishment of objective evaluation system suitable to universities	Request for advice to the University Council (31 October 1997) → Interim report (30 June 1998) → Report (planned to be made around October 1998) → Advancement of necessary policies
♦ Implementation of a flexible higher education system ① Establishment of correspondence graduate school system ② Utilization of multimedia resources ③ Revision of the standard area for universities ④ Introduction of autumn enrollment in universities ⑤ Approval of credits earned at educational organizations other than universities	For ①~③ Report by the University Council (18 December 1997) → Amendment of the Standards for the Establishment of Universities (March 1998) → Implementation from FY1998 For ②~⑤ The three-year deregulation program (Cabinet decision) (31 March 1998) → Amendment of related ministerial ordinances (for FY1998)
♦ Promotion of comprehensive development of scientific research in universities and applied science and technology Enhancement of measures to realize a nation based on creativity of science and technology	Science Council inquiry (14 January 1998) → Cooperation with the Science and Technology Agency, etc. → Report (planned to be released around summer 1999) → Advancement of necessary policies
♦ Promotion of research cooperation between universities and industry ① Effective technology transfer from universities and industry ② Promotion of establishment of joint research laboratories and research institutes among government, industry and universities	Submission of related bills to the current session of the Diet For ①, Bill related to the promotion of transfers of universities' technological research results to private enterprises (Enacted on 24 April 1998) For ②, Bill to amend a part of the Act for Promotion of Research Exchange (Enacted on 22 May 1998)

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2. Unified Effort in Accordance with Administrative Reform, Fiscal Structural Reform, Economic Structural Reform

MESSC recognizes the importance of working toward cooperation in administrative reform, fiscal structural reform, economic structural reforms and other reforms, in line with the advancement of educational reform, and is developing concrete policies.

(1) Cooperation in Administrative Reform

Administrative reform in recent years has spanned all administrative fields, including the reorganization of ministries and agencies, deregulation, decentralization, information disclosure, and special public corporation reforms. These are being implemented based on Cabinet decisions such as the Administrative Reform Program (December 1996).

(i) Reorganization of ministries and agencies

(a) Trends in the reorganization of central government

In November 1996, the Administrative Reform Council, with the Prime Minister as Chair, was established for the reorganization of ministries and agencies. Discussions were held on what national functions should be in the twenty-first century, and how the central ministries and agencies should be reorganized, and a final report was put together in December 1997.

In the final report, in addition to "passing on and nurturing of education and national culture" being raised as one of the four areas for which national administration should take responsibility, it was decided to establish the Ministry of Education, Science and Technology, combining MESSC and the Science and Technology Agency, which would take responsibility for the "cultivation of creative talent and the promotion of advanced science and technology, academia and culture," one of the important administrative challenges of the twenty-first century. From this final report, the "Basic Law on the Administrative Reform of the Central Government" was submitted to the Diet in February 1998, and passed in June 1998.

The Law aims to initiate the change to a new system with reforms of the central ministries and agencies in January 2001.

(b) The "Basic Law on the Administrative Reform of the Central Government" and Educational Reform

The following points are specified in the "Basic Law on the Administrative Reform of the Central Government."

(1) To make the main task of the Ministry of Education, Science and Technology that of promoting the sound development of creative human resources, science and culture, and the comprehensive promotion of science and technology.

(2) To consider the following points in establishing the Ministry of Education, Science and Technology:
- The advancement of educational reforms aimed at the cultivation of rich humanity and reform of the educational system;
- The intensification of comprehensive, positive and well-planned measures concerning academic and scientific and technological administration, and securing the harmonization and comprehensiveness of academia and science and technology research;
- The reform of the organization and the management system of national universities, and other areas of higher education; and
- The reform of elementary and secondary education from the perspective of diversifying education responding to the individual, and respecting local autonomy.

(3) For national universities:
- To promote the enhancement of an appropriate system of evaluation for education and research and the enhancement of information disclosure; and
- To advance reforms necessary for the enhancement of organization and management systems from the perspective of improving flexibility in human resources, accounting and finance, clarifying authority and responsibility in

university management, and simplifying, rationalizing and specializing in clerical organization.

There is no concrete reference to the Independent Administrative Institution of national universities in the law. However, in the final report of the Administrative Reform Council, it is pointed out that, "it is possible that the Independent Administrative Institution will become one choice for a university reform measure, but consideration from the long-term perspective of working toward the qualitative improvement in research and education, while respecting university autonomy, should be carried out." As above, educational reform is one of the most important themes in the new Ministry of Education, Science and Technology. It is necessary to take measures in the reorganization of Ministries and Agencies so that educational reform, including how internal departments and organizations should be, will become more effective.

(c) Measures for the establishment of the Ministry of Education, Science and Technology

While respecting the deliberations on the reorganization of the Ministries and Agencies throughout the Government, MESSC has closely cooperated with the Science and Technology Agency, and has taken the following concrete steps:

- In order to consult on how to enact a smooth unification of MESSC and the Science and Technology Agency, in December 1997 the Joint Examination Team was established to examine the establishment of the Ministry of Education, Science and Technology.
- Active personnel exchange between MESSC and the Science and Technology Agency is being implemented.
- An allocation of the FY1998 supplementary budget for the cooperative projects between MESSC and the Science and Technology Agency was requested. Cooperative projects will continue in the future.

(ii) Deregulation

MESSC-related regulations are aimed at maintaining and improving educational and cultural standards, through the establishment of various criteria, and belong to the so-called category of social regulations.

Since the principle of placing importance on individuality was set forth in the report of the National Council on Educational Reform (1985–1987), MESSC has formed a part of educational reform, and has promoted deregulation through continued efforts for diversification and flexibility of the content, methods and system of education. In the Educational Reform Program, which shows the concrete themes of educational reform and a schedule, important perspectives are raised, such as "to realize the school system that helps children develop their individuality and gives them diverse choices," and "to reorganize schools out of respect for individual schools' autonomy." In order to realize these in the future, it is necessary to take measures with consideration for the promotion of deregulation.

As for measures being taken by the Government toward the promotion of deregulation, discussions had been carried out by the Administrative Reform Committee, established in 1994. Subsequent to the conclusion of the term of the Committee in December 1997, from 1998 the Deregulation Committee was established, composed of intellectuals from the private sector, under the Administrative Reform Promotion Office (established in 1994) which consists of all Cabinet members. The Committee conducts supervisory activities over the present state of promotion of specific measures related to the three-year deregulation program.

The Three-Year Deregulation Program
(tentative name)

In the three-year deregulation program (period of plan, 1998–2000) decided by the Cabinet in March 1998, wide-ranging reviews were carried out centering on the perspective of educational reform, and 28 deregulation items related to education were incorporated.

(Main examples of items incorporated into the three-year deregulation program)

- To improve the textbook selection system, etc.
- To secure transparency in the textbook approval system
- To promote the introduction of autumn enrollment in universities
- To relax the standard area for universities
- To conduct a full-scale review of a system of credit accumulation for the National Institution for Academic Degrees
- To reassess the system of approval of credits earned at educational institutions other than universities

(iii) Decentralization

In educational administration, in order to work for equal opportunity in education nationwide and to maintain and improve its standards, there is a structure of cooperation and implementation between national and local public organizations. It is necessary for local public organizations within this structure to take an important role in the development of concrete policies which respond to the present conditions in their respective regions, and it is also important, in promoting educational reform, to respect their autonomy.

Centering on the fourth recommendation by the Committee for the Promotion of Decentralization (established in 1995), a Cabinet decision was made on the Decentralization Program in May 1998, and the Government is scheduled to submit the related bills to the ordinary session of the Diet in 1999.

Main Examples of Items Incorporated into the Decentralization Program

- The abolishment of approval of appointments of superintendents
- The abolishment and relaxation of the requirement to hire social education-related employees
- The promotion of the transfer of cultural asset-related authority
- The abolishment of the local government functions assigned by the central government as stipulated by law
- The decrease in all types of national involvement

With a view to these trends, the Central Council for Education conducted a report on modalities for local educational administration in the future in September 1998, the main contents of which included the clarification of allotted roles of responsibility for national and local public organizations, the revision of the board of education system, and the maintenance of independent, autonomous schools. MESSC has decided to promote the decentralization of educational administration authority in the future based on this report.

(iv) Information disclosure

It is an important challenge to advance the disclosure of education administration information to the public and have educational administration open from the point of view of obtaining a wider understanding of the people as essential for advancing educational reform.

Consequently, MESSC is working to disclose information on the deliberations of councils under the jurisdiction of MESSC and others. At present MESSC discloses reports on meetings

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and the minutes of 14 councils (mainly excluding those councils which discuss items of correction among active councils) to the public. In addition, MESSC provides a wide range of information through a Document Reading Counter in the Office of Press and Information where the public can freely peruse documents, and also through the MESSC Internet homepage.

In the Government, following the Administrative Reform Committee opinion submitted in December 1996, the Access to Government Information Bill (tentative name) was submitted to the Diet in March 1998 (currently under deliberation).

(v) Special public corporation reform

As for special public corporation reform, a necessary review has been made. In 1980 there were 10 special corporations under the jurisdiction of MESSC, which have been unified or abolished several times to form the present seven corporations.

In addition, in 1997, Cabinet decisions were made to abolish the National Education Center, to work to more effectively operate the Japan Society for the Promotion of Science, and to promote the expansion of necessary organizations.

(Reference) Instances of unification or abolishment of special public corporations implemented in recent years

- Abolishment of the National Olympic Memorial Youth Center (1980: reorganization based upon jurisdiction)
- Unification of the Japan School Lunch Association, the Japan School Safety Association and the National Stadium of Japan (amalgamated one-by-one between 1982–1986: established as the National Stadium and School Health Center of Japan)
- Integration of the Mutual Aid Association of Private School Personnel and the Japan Private School Promotion Foundation (1998: established as the Promotion and Mutual Aid Cooperation for Private Schools of Japan)

(2) Cooperation with Fiscal Structural Reform

The Japanese financial system has fallen into the worst situation of the leading advanced nations in the world. In order to realize a prosperous social welfare system and a revitalized economy toward the twenty-first century, fiscal structure has become an urgent challenge which must be addressed without delay.

To this end, the Japanese Government and the ruling party established the Conference on Fiscal Structural Reform. In June 1997, having received the report of the Conference, the "Promotive Measures for Fiscal Structural Reform" was decided by the Cabinet.

To make measures for these fiscal structural reforms more precise, the Fiscal Structural Reform Act came into effect in December 1997. In this Law it was stipulated to streamline the budget in accordance with the decrease in the number of pupils, to thoroughly enforce the principle that beneficiaries should shoulder the burden, and, from the perspective of allotted roles of responsibility between national and local public corporations, review and curtail the burdens of general accounts concerning compulsory education and national schools, and subsidies for private schools. Specifically, the following points are stipulated:

(1) Transfers from general accounts to special national school accounts should not exceed initial budget amounts of the previous fiscal year;
(2) Private school subsidy (ordinary expenditure subsidy) amounts are not to exceed initial budget amounts of the previous fiscal year; and
(3) A two-year extension of the Improvement Plan on Teaching Staff Deployment from FY1998 to FY2000.

The FY1998 education budget was compiled under these circumstances. However, with giving consideration to the steady advancement of educational reform and carrying out thorough reviews, creative thinking and improvements, MESSC is striving for the expansion of emotional education-related budgets and scientific research budgets.

Furthermore, in April 1998, after the passage of the FY1998 budget, in order to restore faith both domestically and internationally in the Japanese economy which is further worsening, the largest ever comprehensive economic package was determined and a supplementary

budget was formulated. In this economic package, the areas of education, science and technology and telecommunications were specified as important areas for improvement. For MESSC's part, consideration was given to these present situations, and the promotion of urgent matters such as emotional education-related measures and advanced scientific research were specifically addressed. In relation to this, the fiscal structural reform laws were amended so that appropriate responses such as these economic measures could be made in emergency situations.

In the Approximate Budget Request of FY1999, with the premise that there will be a freeze on fiscal structural reform laws, while retaining fundamental considerations on the promotion of fiscal structural reform, it is vital to work as hard as possible toward economic recovery in the short term. MESSC, while addressing reviews of annual expenditure and placing emphasis on specific measures, continues to work on the steady advancement of educational reform.

(3) Cooperation with Economic Structural Reform

As criteria for governmental policy operation concerning economic structural reform, the Program for Economic Structural Reform was decided by the Cabinet in December 1996. Moreover, in order to advance drastic economic structural reform both rigorously and swiftly, scheduled for 2001 and with more concrete measures, the Action Plan for Economic Structural Reform, in which a schedule for the advancement of future economic structural reform has been determined, was decided by the Cabinet in May 1997.

The Action Plan includes comprehensive measures for the creation of 15 new fields of industry and the horizontal development of an environment to nurture human resources and technology.

Among the measures related to educational reform, in particular reforms in university education and the advancement of scientific research contribute greatly to the creation of new industry and reforms to the economic structure, through the nurturing of human resources and the improvement of the research and development environment; these have been incorporated into the Program and the Action Plan.

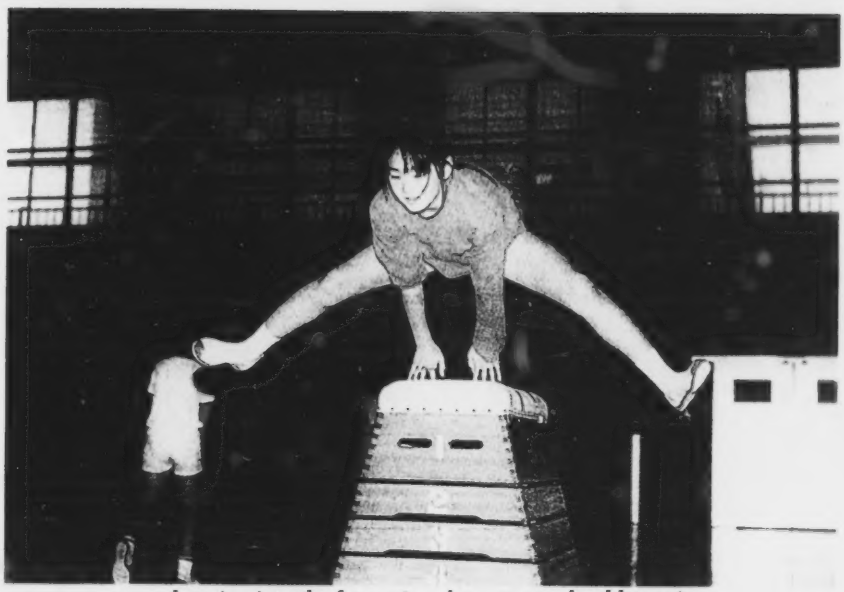
In December 1997, in order to make the contents of the economic structural reforms more thorough and to speed up the process, the Action Plan was steadily advanced and the implementation of as many programs as possible were accelerated, a follow-up was made to the Action Plan which included the addition of new measures, and a Cabinet decision was made.

New measures incorporated in this follow-up include the recognition of transfer admissions of specialized training college graduates to universities, and the activation of research in national and other universities through the streamlined introduction of private capital.

MESSC has been steadily fomulating related statutes, such as the bill to amend a part of the School Education Law and other related laws (June 1998) and the bill related to the promotion of transfers of universities' technological research results to private enterprises (passed in April 1998), and in the future will continue to positively address such issues as the advancement of joint research and deregulation.

MENTAL AND PHYSICAL HEALTH AND SPORTS

INTRODUCTION



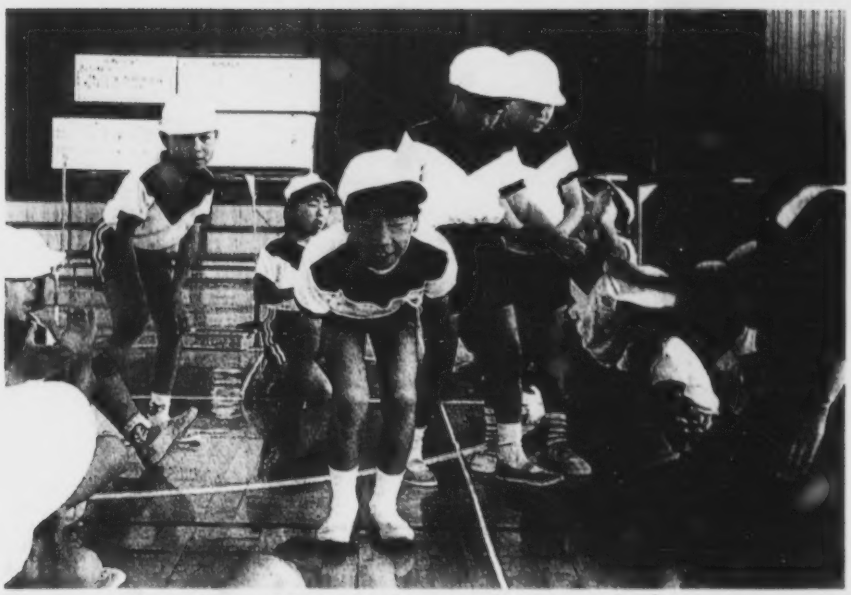
Leaping into the future (an elementary school lesson)

To know about one's body first, then to be physically active, are concepts that have always been carried out in the household, local and school environments, based on the interests and pursuits of the individual. However, considering the social situations surrounding the lives of the Japanese, from the perspective of promoting mental and physical health, and leading a healthy life full of energy, the role of health-related learning and sports is becoming greater, and its importance is increasing. In addition, it is clear that central and local governments will positively address the promotion of health-related learning and sports. However, the way in which individuals and households independently address health-related learning and sports is fundamentally important.

This section will address the concepts and measures necessary for the Japanese to spend enjoyable, healthy lives through acquiring an appropriate awareness of health and forging a close relationship with sports.

CHAPTER 1

HEALTH AND SPORTS INTO THE FUTURE



A Physical Education lesson in elementary school

1. The Promotion of Health in Relation to Sports

(1) The Significance of Health-Related Learning

Health-related learning encompasses the knowledge, ability, attitude and learning of habits necessary for increasing the maintenance of mental and physical health.

In order to increase the maintenance of mental and physical health, it is needless to say that illness must be prevented and stress eliminated. It is also necessary to acquire a lifestyle that is able to incorporate exercise, nutrition, rest and sleep, to recognize the value of health and maintain an attitude of respecting oneself, to be knowledgeable about coping with stress, and to acquire the practical ability of giving up things harmful to one's health. To this end, it is extremely important, through health-related learning, to acquire on a day-to-day basis, accurate knowledge and understanding regarding health, and to put into practice matters essential to sustaining lifelong health.

The 10th National Sports and Recreation Festival (Okinawa)

It is necessary, through these kinds of health-related learning, not only to nurture the "zest for living," (*ikiru-chikara*) whereby, particularly with children, the will and the desire to grow up strong and a sense of values can be instilled, but also for each individual to lead a healthy life full of energy.

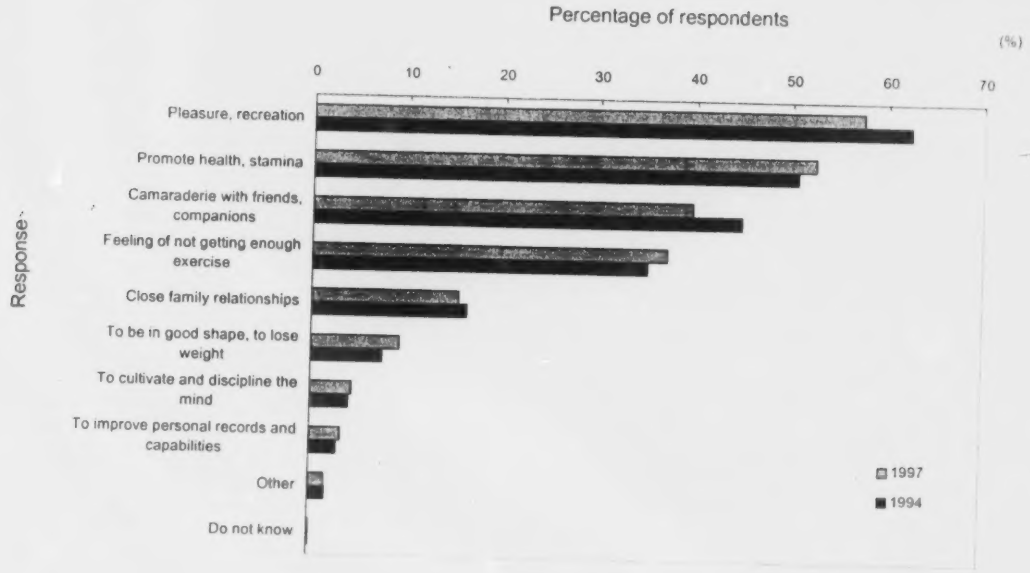
(2) The Significance of Sports

Sports, as well as being a way of responding to the inherent desire in humans to move their bodies, also endow the person with mental satisfaction, such as a sense of reinvigoration, a sense of achievement and a sense of teamwork, and contributes to the increase in maintenance of health and stamina. Above all, for children, in addition to being a foundation for a strong body and nurturing lifelong enjoyment of exercise and a healthy lifestyle, sports have a great effect on character building, through exchange with friends, activities in accordance with sportsmanship, practice toward definite goals and efforts to achieve them. Sports provide a platform to test the limits of human potential, and top-level sports arouse interest and passion in people for sports, and provide them with dreams and invigorate them. Through these, sports contribute greatly to building a vital and sound society.

In recent years, due to urbanization and the increasing convenience of life, there have been many changes in everyday life: the decrease in opportunities for and areas in which to take part in physical activities; the rapidly aging society; changes in the social environment such as the improvement in standards of living and an increase in spare time; and changes in public awareness and values which focus away from work to an emphasis on personal lives. The recognition that sports are indispensable for leading a sound life both mentally and physically has become deeply rooted in the Japanese people, and its importance is growing further.

It is an important task to widely promote sports by establishing sports as a form of culture essential to the Japanese lifestyle, and by encouraging the individual to independently address sports in order to lead a healthy life full of energy in an aging society with fewer children (see Figures 1-1, 1-2).

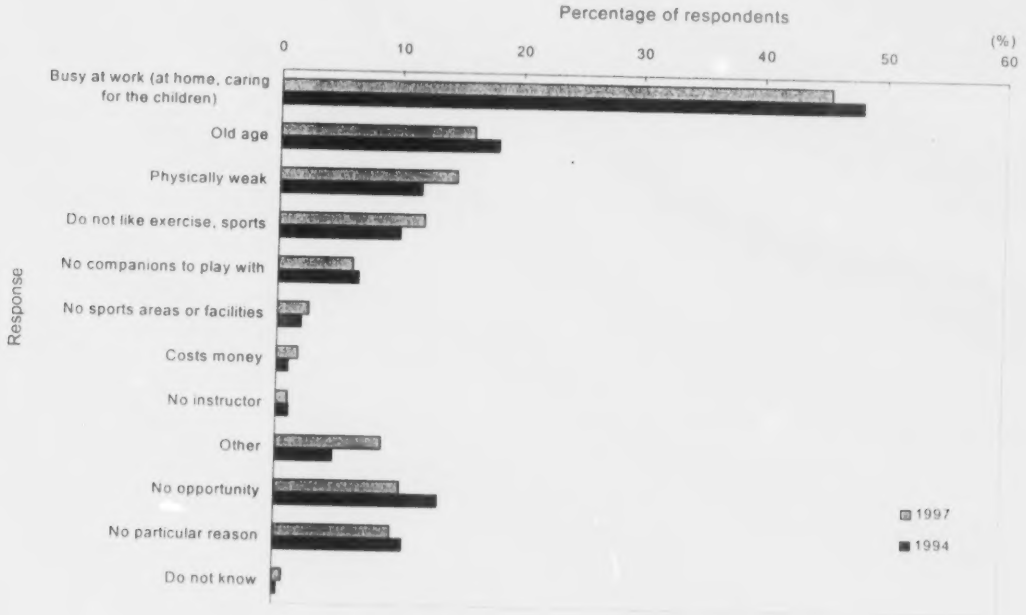
Figure 1-1: Reasons for Exercising and Playing Sports



(Multiple responses)

Note: Question only asked to those who replied that they had exercised or played sports in the last year.
Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports."

Figure 1-2: Reasons for Not Exercising or Playing Sports



(Multiple responses)

Note: Question only asked to those who replied that they had not exercised or played sports in the last year, or that they did not know.
Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports."

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2. State of Modern Society and Health-Related Learning and Sports

(1) Char ges in the State of Society Which Surrounds the Japanese

At present the Japanese are confronted by many changes in the state of the society.

First, there is the problem of an aging society with fewer children, in which life expectancy is high and the birth rate has remained low for a long period. In the year 2050, it is predicted that almost one in three people in Japan will be over 65 years old, the so-called aged population. Accompanying this, there is also the fear of an increased burden on the working population in areas such as pensions, healthcare and welfare, and restricted economic growth due to a decrease in the workforce population and aging. In such a society, the public as a whole leading healthy, enjoyable lives full of energy is not merely confined to the happiness of the individual, but is strongly sought in order to support energetic activity throughout society.

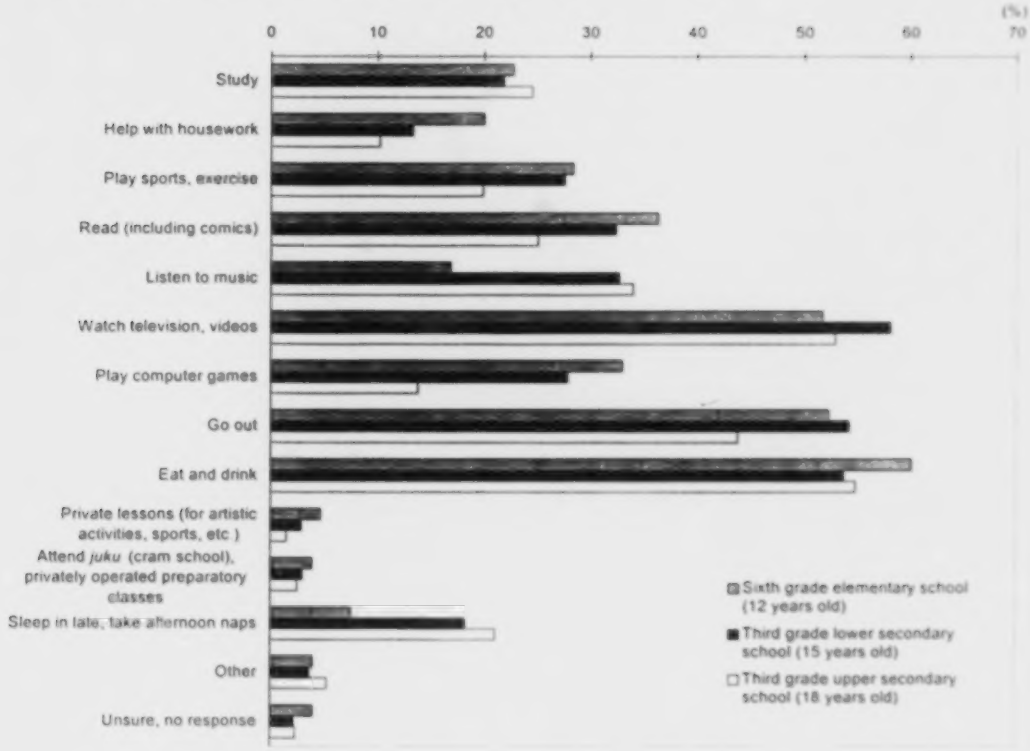
While on the one hand developments such as advances in science and technology and informatization greatly benefit the public, problems concerning mental and physical health continue to arise, such as the breakdown of human relations, the increase of mental stress and the decrease in opportunities for physical activity in daily life. Above all, as will be discussed in Chapter 3, stamina and the ability to exercise tend to stagnate and decrease in life, in every stage of aging.

Furthermore, changes in the role of the family are also accompanied by the growth in nuclear families, marriages at a later age, an increase in families in which a working parent is transferred to a location where he or she must live away from the family, and changes in lifestyle. Changes in basic lifestyle, such as eating habits, are also evident.

In particular, for children, added to a lack of parental understanding or recognition of lifestyle upbringing and changes in lifestyle hours such as children going to bed later, problems are arising, such as the decrease in basic stamina and ability to exercise due to the development of public transportation, and moreover, drug abuse, sexually deviant behavior and lifestyle-related diseases. Thus the development of a sound body and mind is becoming an important issue for the whole Japanese population (see Figure 1-3).

On the other hand, a new lifestyle structure is being sought after, which is appropriate to the "80-year life span." This could lead to the realization of an abundant sports life in which people make independent use of spare time and room to grow, due to an increase in extra available hours created by the implementation of the five-day school week and a reduction in yearly working hours, and changes in awareness which focus away from work to an emphasis on personal lives.

Figure 1-3: Ways of Spending Holidays (Daytime)



(Multiple responses)

Source: MESSC, "Survey on National Health and Sports" (FY1998).

(2) Public Perception of Health, Stamina and Sports

Along with social changes such as those mentioned above, changes are also being seen in the public perception of health and stamina, and attitudes toward sports.

According to the "Opinion Survey on Stamina and Sports" conducted by the Prime Minister's Office in October 1997, the percentage of people who responded that they were "very healthy" when asked about their present health condition, was a 10% decrease compared to a 1985 survey. In addition, the percentage of people who responded that they had "confidence in their stamina" also decreased as compared with the previous survey (see Figures 1-4, 1-5).

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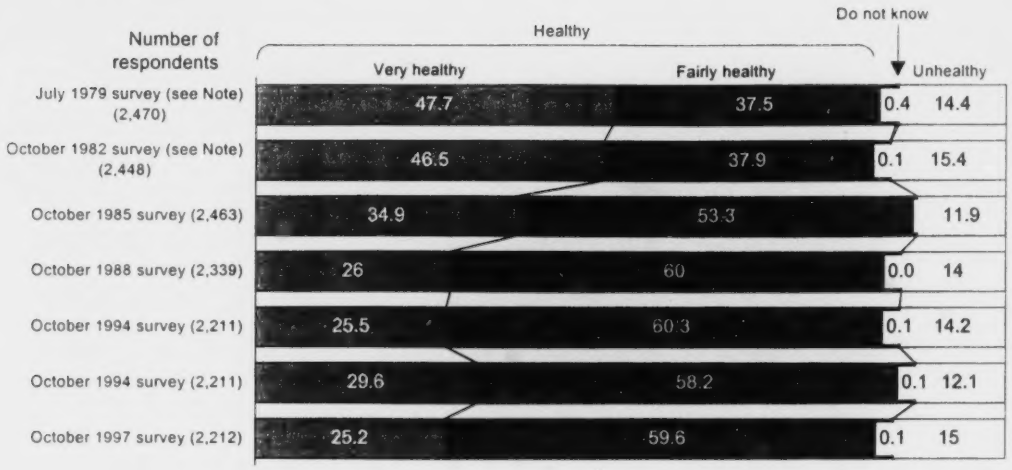
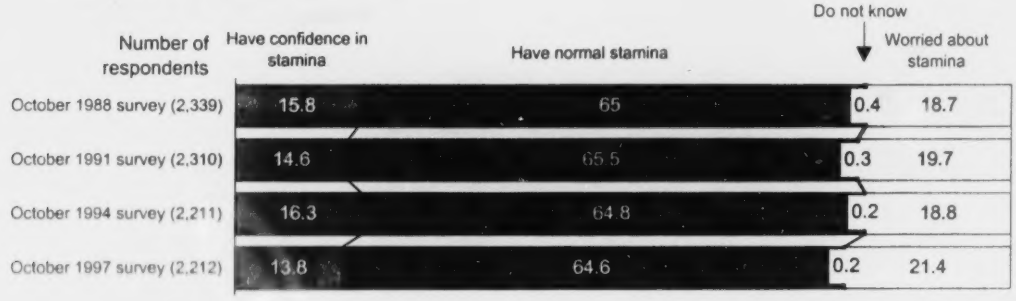
Figure 1-4: Present Health Condition



Note: In the July 1979 and October 1982 surveys, respondents were only asked if they thought they were "healthy," "normal," or "unhealthy."

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

Figure 1-5: Confidence in One's Stamina



Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

Work-related mental and physical exhaustion is also seeing an upward trend. According to the results of the "Survey on the State of Employees Health," conducted by the Ministry of Labour in November 1997, people who suffer from either physical or mental exhaustion in everyday work reached 70% for both (see Figure 1-6).

Based on the recognition of the situation of health and stamina, what means of response are the public taking? According to the "Opinion Survey on Stamina and Sports," 77% of people pay attention to their health and stamina, the highest figure in the last 20 years. The following responses were given as efforts made to increase the maintenance of health and stamina: "take care in what I eat," "have a good night's sleep and rest," "lead a well-regulated life," and "exercise and play sports." In addition, among the people who had actually exercised or played sports over the last year, the percentage of those who felt physical or mental exhaustion, stress, or a lack of stamina was lower than the percentage of those who had not exercised or played sports. It suggests that sports exert an influence in this area (see Figures 1-7, 1-8, 1-9).

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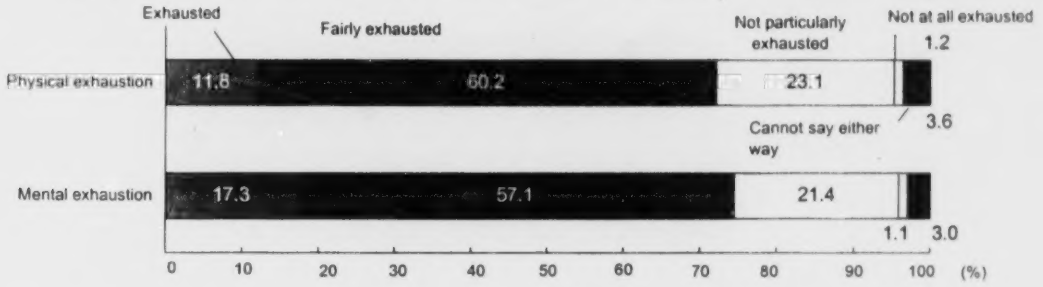
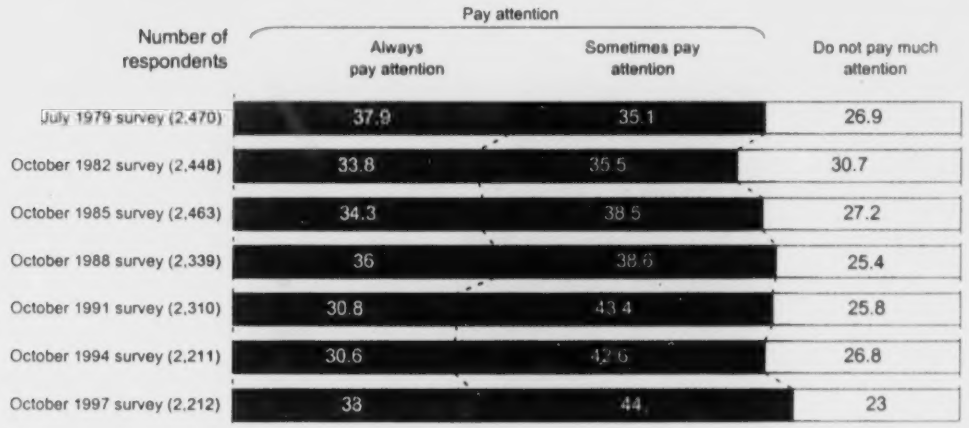
Figure 1-6: Worker Percentage by Degree of Mental and Physical Exhaustion in Everyday Work



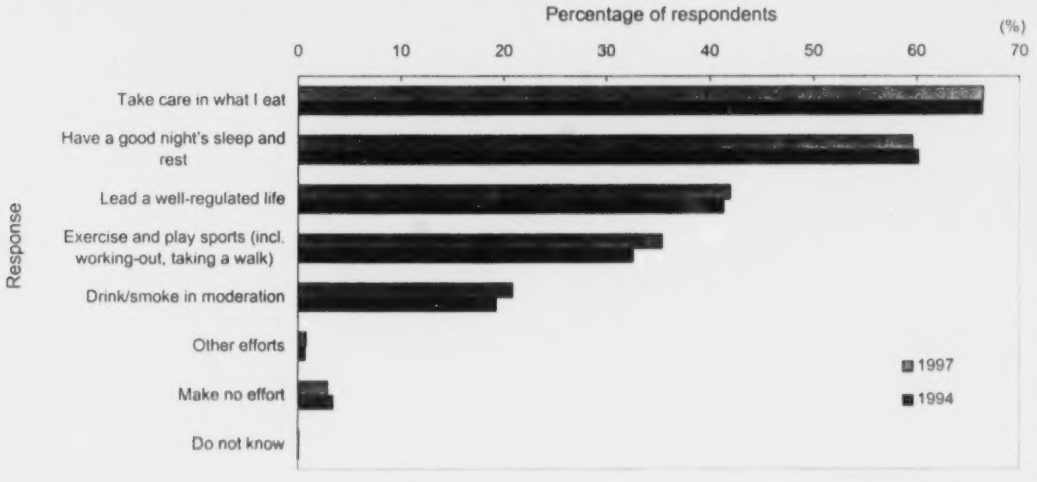
Source: Ministry of Labour, "Survey on the State of Employees Health" (November 1997).

Figure 1-7: Degree of Attention Being Paid to Health and Stamina



Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

Figure 1-8: Personal Efforts to Maintain Health and Stamina



(Multiple responses)

Note: Questions only asked to those who replied that they were paying attention to their health and stamina.
Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports."

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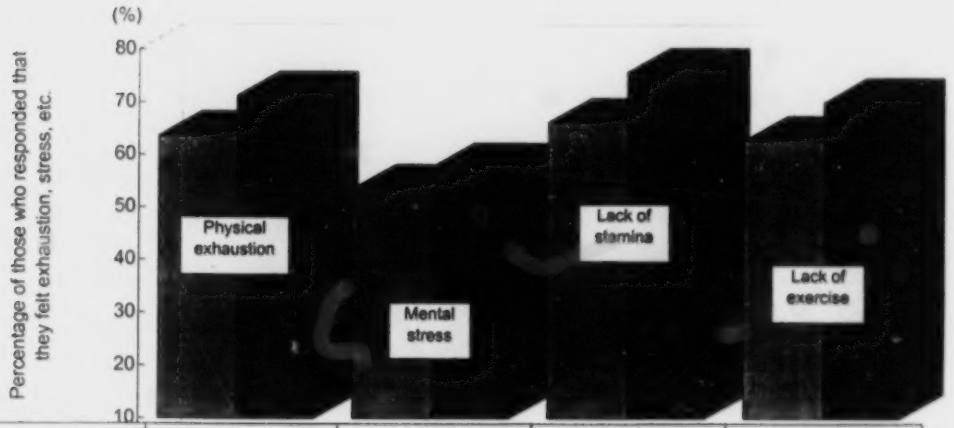
Figure 1-9: Comparison between Those Who Exercise or Play Sports and Those Who Do Not



Exercise or play sports	63.6	53.5	66.1	62.7
Do not exercise or play sports	71.1	57.6	75.6	69.8

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

Looking at the "Survey on the State of Employees Health," as ways of reducing exhaustion and stress, 70% of people responded, "getting sleep and rest"—the highest percentage. Trends which support a recreational element were also evident, such as "drinking alcohol," "driving, traveling," "playing sports," "eating out, shopping," and "watching television, listening to the radio" all appear around 30% (see Figure 1-10). Furthermore, 83.7% say that they "usually do something" for their health. Breaking this down further, percentages are high for "try to get as much sleep as possible," "take care in what I eat," "get light exercise such as walking, working-out and jogging," and "play sports such as tennis, going swimming, golf." There is a clear trend among workers that the combination of sleep and sports provides relief from exhaustion and improves health (see Figure 1-11).

People naturally seem to maintain a life in which sports, sleep and food are well-regulated, but based on the results of the survey, it is evident that people actually maintain this type of lifestyle for their health and stamina.

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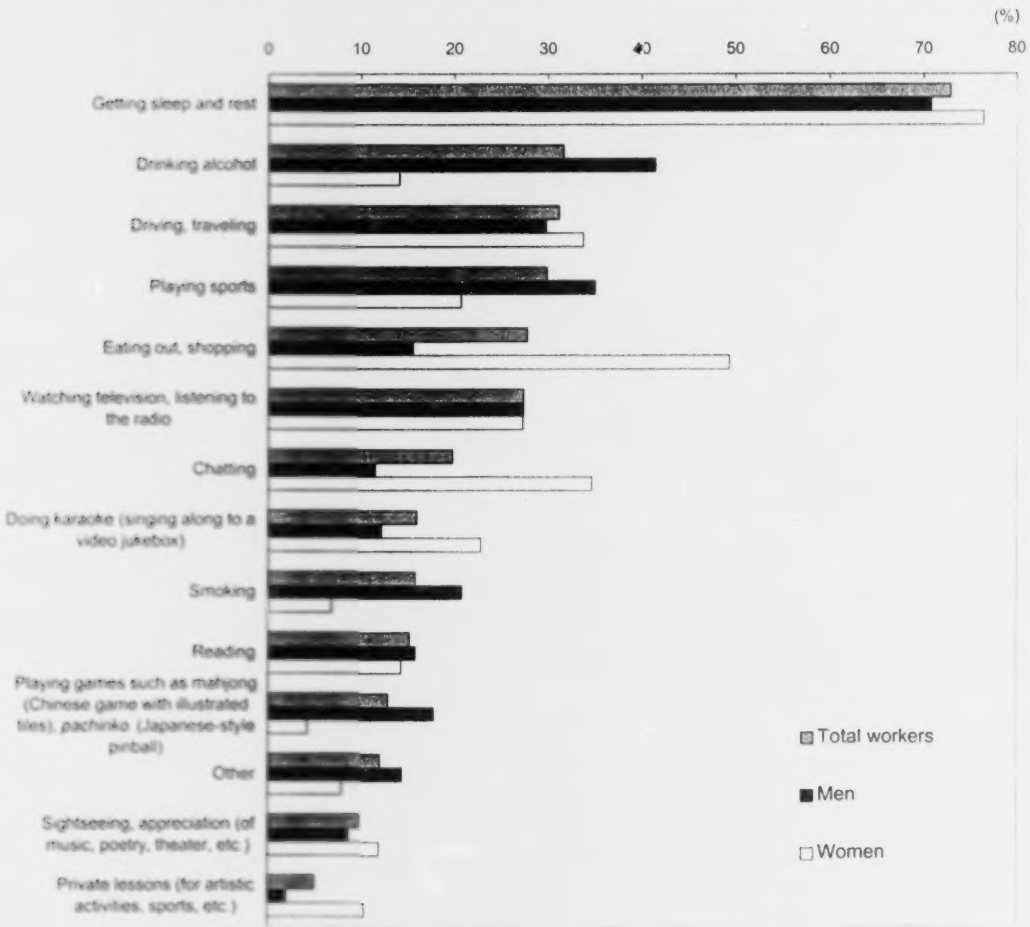
Figure 1-10 Worker Percentage by Methods of Relieving Exhaustion and Stress



Source: Ministry of Labour, "Survey on the State of Employees Health" (November 1997).

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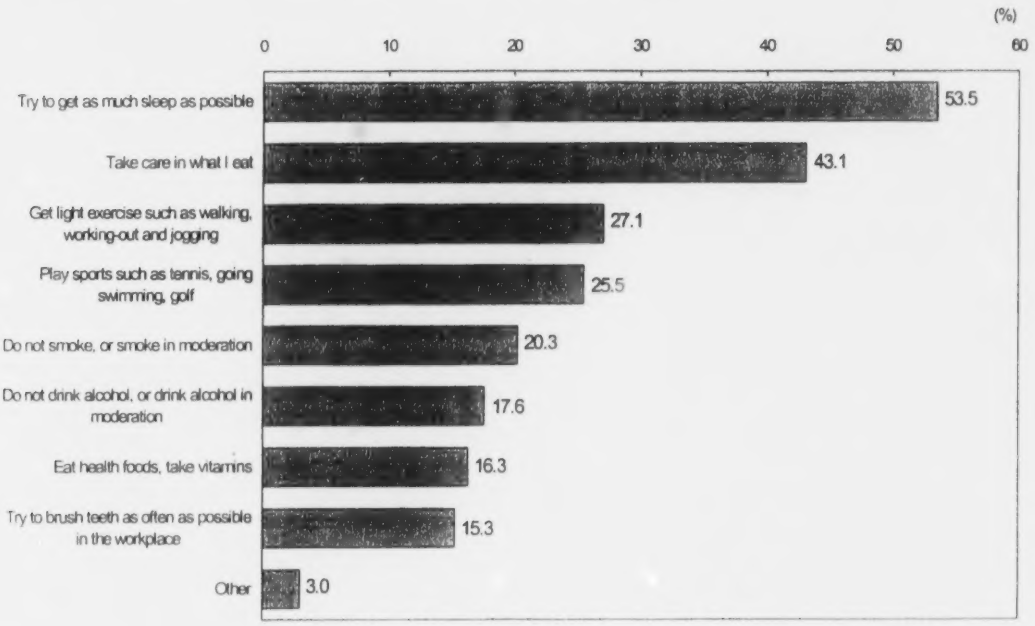
Figure 1-11: Worker Percentage by Methods of Maintaining Health



Source: Ministry of Labour, "Survey on the State of Employees Health" (November 1997).

(3) Future Health-Related Learning and Sports

When considering a twenty-first century society based upon the current situation of social change and changes in the perceptions of the Japanese people, health-related learning and sports takes on a higher significance.

The concept of health promotion as "the process of enabling people to increase control over, and to improve, their health," is proposed in statement of the World Health Organization Ottawa Charter for Health Promotion (1986), and indicates that in rapidly changing societies it is essential for the individual to independently solve his or her own health-related problems.

Health-related learning and sports are the most basic form of practicing this idea of health promotion. Central and local governments must adopt policies and measures which allow each individual to acquire healthy lifestyle and sports habits in childhood, while cultivating the fundamental knowledge, ability and attitude for increasing the maintenance of mental and physical health throughout their lifetimes; moreover, to have each individual be continuously independently involved in health-related learning and sports in every stage of their lives. Above all, due to the present trends of lifestyle disorder, the increase in stress, and the decrease in stamina and ability to exercise, it is necessary to fully harmonize health-related learning, physical education and sports, relying on the notion that it is important to promote sound growth through the further integration of mind and body.

In September 1997 the Health and Physical Education Council published a report entitled *How the Education of Health and Promotion of Sports from Now on Should Be in Order to Maintain the Health of the Body and Mind in Lifetime*. This report also pointed out that it is necessary for central and local governments to develop the following three policy pillars:

(1) To provide the appropriate education, learning opportunities and facilities so that people are able to acquire the knowledge, ability, attitude and habits essential to the increase in maintenance of lifelong mental and physical health.

(2) Establishment of an environment geared toward the realization of a lifelong sports society in which people are able to fully

incorporate sports into their everyday lives.

(3) To promote competitive sports, and to generate interest in sports to provide people with dreams and to invigorate them.

In particular, regarding the promotion of sports, the allocation of sufficient revenue sources and the drafting of basic programs in the central government are important issues.

***How the Education of Health and Promotion of Sports from Now on Should Be in Order to Maintain the Health of the Body and Mind in Lifetime* (Summary)**

(22 September 1997 Report by Health and Physical Education Council)

With the current situation showing trends such as the rapid advancement of aging, the decrease in the opportunity to exercise and an increase in the causes of stress, based on the July 1996 first report of the Central Council for Education, which indicated the significance of the "zest for living" in students, deliberations were conducted in response to a request of the Minister of Education, Science, Sports and Culture. The main contents of the proposal are outlined below:

1. The enhancement of lifelong learning related to mental and physical health
   - To enhance health-related learning based on the idea of health promotion in order to increase the maintenance of mental and physical health.
   - To propose policies which respond to contemporary health-related issues such as drug abuse, sexually deviant behavior and lifestyle-related diseases.

2. The realization of lifelong participation in sports
   - To propose appropriate lifestyles suitable for all stages of life.
   - To establish a local sports environment through the creation of sports and health-related learning spots initiated by local residents, and transferring school physical education facilities to "common use type" facilities for all members of the community.
   - To improve the activities content of physical education and extracurricular sports club activities in schools in response to the decrease in children's stamina and ability to exercise.

3. Promotion of competitive sports
   - To form a consistent system of instruction and establish a system for the promotion of sports medicine and science in order to improve Japan's international competitive strength in sports.
   - The promotion of various sports-related activities through the expanding opportunities for "spectator sports" and encouraging more volunteers at sports events.

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SECTION 2: MENTAL AND PHYSICAL HEALTH AND LEARNING

1. Contemporary Issues in Health-Related Learning

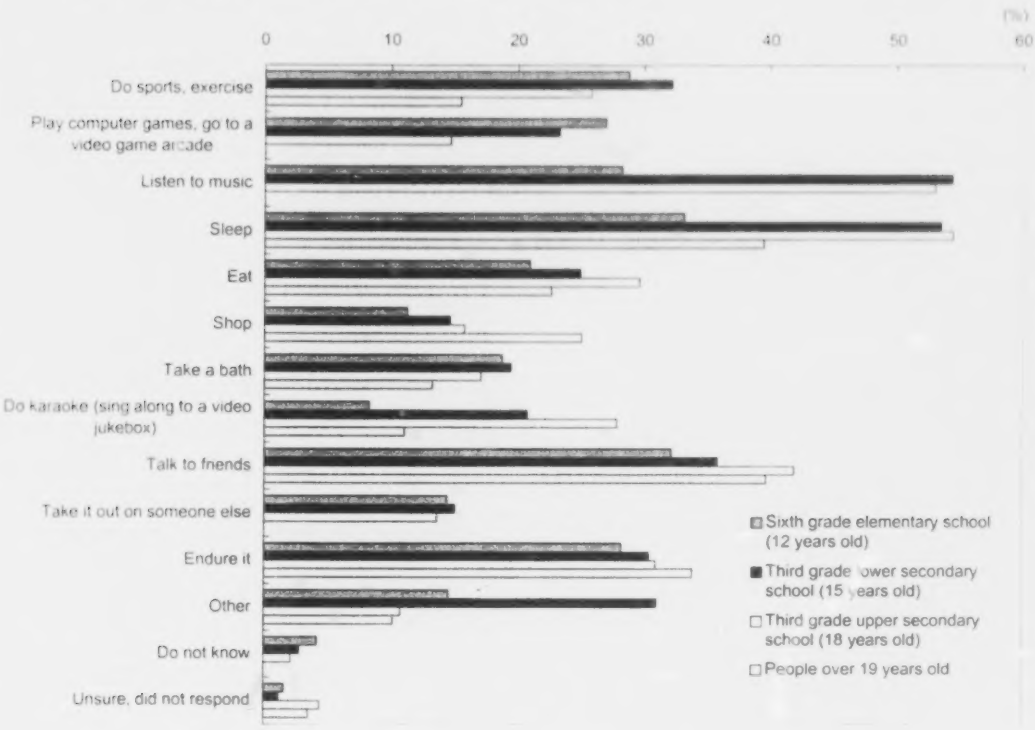
As discussed in Section 1, within the great changes taking place in present society which surround us all, there are various health issues which should be quickly addressed from the perspective of newly promoting health. Above all, there are serious new health issues developing concerning children, such as drug abuse, sexually deviant behavior and lifestyle-related diseases.

Among these, there have been various debates centered on the background of drug abuse and sexually deviant behavior. Although difficult to point to particular causes, generally it is thought that, due to lessened interest in health and the lack of awareness toward social norms, people try to reduce the stress and sense of unease which have resulted from various factors in the home, at school and in society, and try to find a sense of satisfaction and seek pleasure.

Lifestyle-related diseases are a new concept and are defined as "a group of ailments whose outbreak and development are caused by lifestyle and habits such as eating, exercise, rest, smoking and drinking alcohol." The introduction of this concept is to nurture awareness that the outbreak and development of illness is preventable by improving lifestyle and habits, and aims to be effective in actually encouraging people to be involved in activities. Thus, in order to prevent the outbreak of the illness, appropriate lifestyle and habits should be regulated.

It is also thought that the majority of contemporary, health-related issues are closely related to mental health problems. Causes of mental health problems are also varied, but it is thought that one of the major causes is the increase of stress and sense of unease which accompanies the increased complexity of society. Skills for coping in times of stress, such as reducing stress and liberating the mind and body through sports, for example, are becoming more important (see Figure 1-12).

Figure 1-12: Ways of Relieving Irritation and Annoyance



(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

2. Needs of the Japanese toward Health-Related Learning

It is necessary to conduct health-related learning through instruction at school to begin with, then through lifestyles at home and in the community.

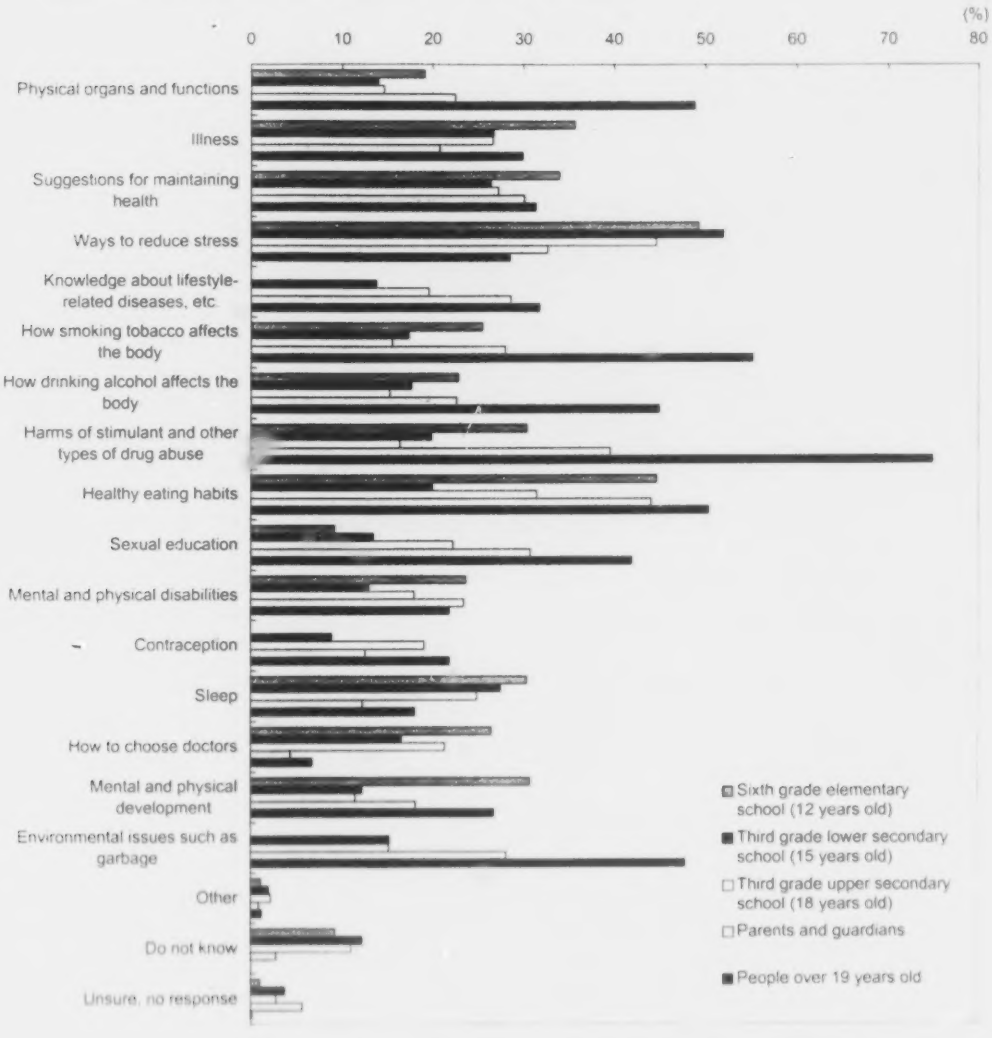
School plays an important and significant role as a foundation for implementing health-related education (hereafter health education) aiming at helping children to acquire the knowledge, ability and attitude necessary through all stages of their development, and as a foundation for the Japanese to conduct health-related learning throughout their lives. In the "Survey on Health and Sports" conducted by MESSC in 1998, when parents and guardians and people over 19 years old were asked what kind of health education they would like to see taught in school, there was a diverse range of responses, including the "harms of stimulant and other types of drug abuse," "how smoking tobacco affects the body," "ways to reduce stress," and "healthy eating habits" (see Figure 1-13).

The home is also a foundation for the development of children. It is especially responsible for teaching children to appreciate the value of exercise and health, and helping them to acquire the basic lifestyle and habits toward them. In the "Survey on Health and Sports," many parents and guardians responded that they teach their children about "basic eating habits" and "well-regulated sleep" in regard to health. Many teachers and people over 19 years old also made these two responses in regard to areas in which the home should take responsibility for health-related learning (see Figure 1-14).

It is hoped that the community can help children to deepen and heighten their knowledge, ability and attitude acquired at school, and continuing on into adulthood, that it can take on an important role as a place for addressing lifelong, health-related learning, such as reemphasizing the value of health and the importance of lifestyle and habits based on up-to-date, accurate

health-related information. More specifically, public halls and other social education facilities, related organizations such as prefectural and municipal health centers and hospitals, local related organizations such as youth organizations, volunteer organizations and medical associations, and human resources in the community play an essential role. In the "Survey on Health and Sports," when parents and guardians, teachers and people over 19 years old were asked in what places they would like to see health consultation counters, many responded "prefectural and municipal health centers," "clinics, hospitals," and "public sports facilities such as gymnasiums."

Figure 1-13: Expectations for Health Education at School



(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

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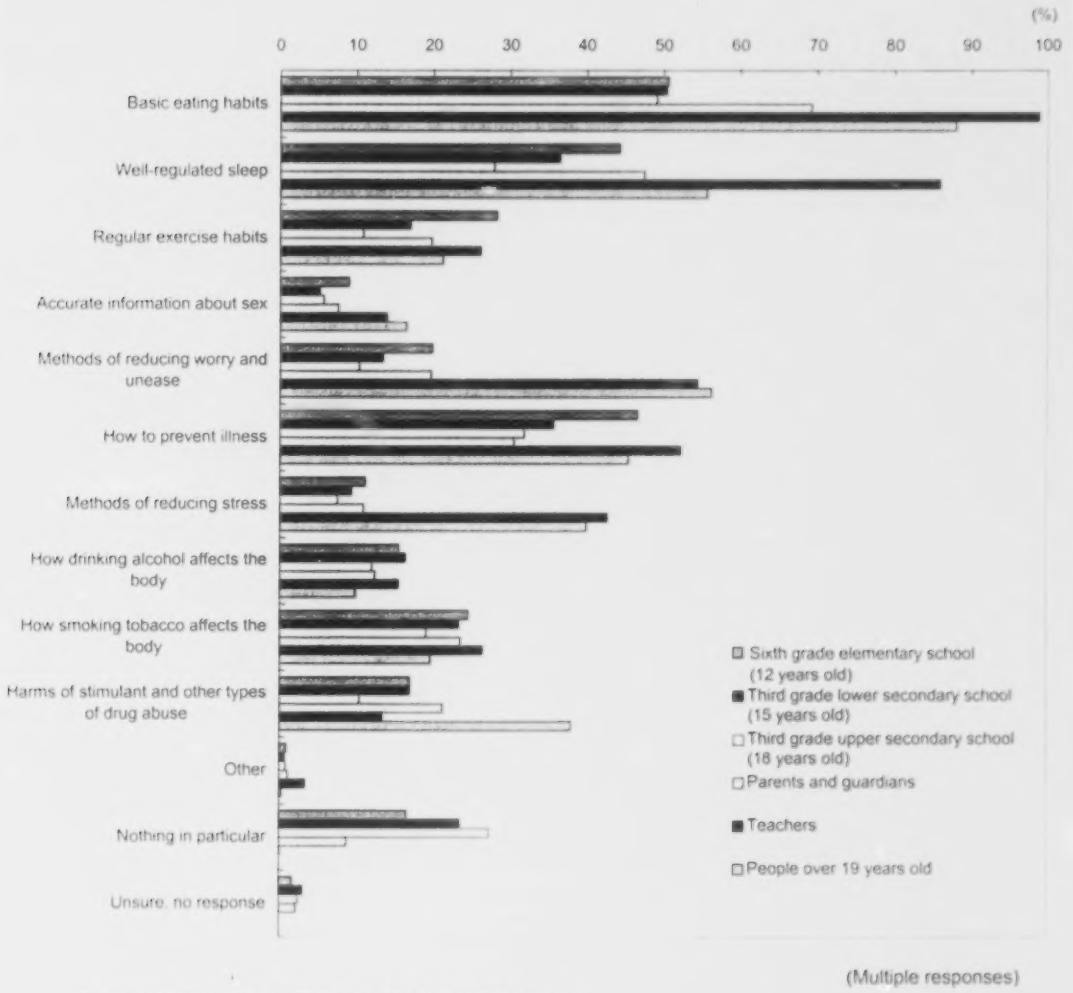
**Figure 1-14: What have you been taught at home about health? (to children)
What do you teach your children about health? (to parents and guardians)
Areas in which the home should take responsibility for health education (to teachers, general public)**



(Multiple responses)

Source: MESSC "Survey on Health and Sports" (FY1998).

3. Direction of Promotion Policies for Health-Related Learning

In order to respond to the needs of the Japanese public concerning health-related learning in school, at home and in the community, central and local governments seek to work for the enhancement of health education in schools, and strive to support health-related learning at home and in the community.

For health education in schools, it is necessary to further enhance instruction which promotes the practice of a healthy lifestyle from the perspective of accurately responding to new health-related issues in recent years such as life-style-related diseases and mental health problems. Furthermore, because it is necessary to teach extensive and specialized health education content in the various fora of school educational activities, it is extremely important to fully utilize specialized teachers and school personnel and experts from outside schools. As will be discussed in Chapter 3, Section 2, in order to practice healthy behavior in daily life integrating mind and body, close cooperation with physical education is sought.

For health-related learning in the home, it is

important to encourage further consideration of health problems in all stages of children's development by parents and guardians, and to support measures for lifelong learning with parents themselves, including health-related learning for children. More specifically, it is important for schools and boards of education to promote wider understanding and enlightenment in households concerning increasing the maintenance of the mental and physical health of children, and to enhance the provision of learning opportunities, such as providing health-related information to households with children while cooperating with related organizations such as prefectural and municipal health centers.

For health-related learning in the community, it is important to respect the independence and volition of local residents as well as to accurately understand their diverse health needs. It is also important to provide learning opportunities and to provide support to individual learning activities which utilize library and media resources, such as learning consultation and the provision of information. More specifically, it is important to provide various learning opportunities corresponding to each individual's needs, such as classes and courses in public halls and other social education facilities which play a central role in lifelong learning in the community, and to cooperate closely with health-related departments which have an abundance of specialized information concerning health.

SECTION 3: THE REALIZATION OF LIFELONG PARTICIPATION IN SPORTS

1. The Significance of Lifelong Sports

As mentioned earlier, sports are significant in a number of diverse ways. In particular, with the effects of urbanization and lifestyles becoming more convenient in recent years, and the consequent emergence of a living environment in which there is a lack of exercise, a more conscious effort to participate in sports has become indispensable to everyday life.

For the youth of today, various problems such as the decrease in stamina and the ability to exercise, and emotional disturbances, have become apparent. Great changes have occurred in the living environment which surrounds young people, particularly the increase in indoor play, such as playing computer games, and the decrease in open-air play areas. There is also a lack of opportunity to develop social skills. Under the current circumstances, participation in sports by young people is not only useful for becoming healthy by improving stamina and the ability to exercise, but also plays a vital role in emotional health, such as the sense of refreshment derived from physical activity. Furthermore, because sports are played based on rules, it is an important opportunity for young people to acquire a mentality for respecting these rules as one of the foundations of social skills, and, through cooperation with others, to nurture thoughtfulness toward them. In advanced nations, the educational effectiveness of sports attracts a great deal of attention, and various types of sports promotion policies targeted at young people are being positively implemented (see column).

Example of a Youth Sports Program Initiated Abroad

In Australia "Aussie Sport," a sports promotion program which targets young people between the ages of 3 and 19 has been implemented. The program stresses the importance of the enjoyment of sports, the spirit of fair play and proper participation, and aims to enrich the lifestyles of young people through introducing them to a wonderful experience which instills in them the desire to participate in sports throughout their lives. Since its inception in 1986, it is reported that approximately two million people have participated in the program. The program is closely involved in cooperation with schools, of which 96% have either incorporated the program into the regular curriculum or into extra-curricular activities.

In New Zealand, the same type of program named "Kiwi Sport," targeting elementary school children has been implemented.

Sports also enable people to lead worthwhile lives. In an aging society, it is important for the aged to have a worthwhile purpose in life, and to be able to lead enjoyable lives. From this perspective, sports play an extremely important role. It is often said that the aged have an interest in sports, such as gate ball (Japanese croquet), through which they are able to have active exchanges with other local people, and that they spend fulfilling days in this way.

Sports also promote a sense of togetherness among people, and are useful for establishing friendships and even for forming local communities. Urbanization has contributed to a breakdown in local human relations, and the destruction of the local community has become a problem all over Japan and in this situation, sports are assuming a greater role.

In Europe and the United States, sports, which are diverse in such significant ways, are deeply rooted in the lifestyles of the people, who derive pleasure from them throughout their lives. The role played by sports is steadily increasing in an era in which quality of life is constantly sought after. It is therefore necessary to create in Japan a society in which people can freely enjoy sports, that is to say, a society in which anyone can play sports, in any place and at any time. This is a lifelong sports society.

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Table 1-1: Guidelines for a Full and Satisfactory Sports Life (model plan)

Life stage	Focal point of sports life	Full and satisfactory sports life	Ways of enjoying exercise, sports
Early childhood Childhood	Variety of sports and games	Cultivating a basis for having sports as a habit throughout one's life, considering sports as a form of culture, making children understand their responsibility to this kind of sports life. In everyday life, emphasizing a close relationship between parent and child, exercising and playing sports in a relaxed environment while deepening communication with friends, enjoying various nature-based activities, cultivating a keen interest in exercise and sports.	Offering games with easy-to-understand rules which appeal to children, for the purpose of having fun and enjoying exercise and sports. In order to develop physical coordination, encouraging children to use their whole body in a rhythmical manner in exercise, and having children do varied exercise using game and play equipment while promoting cooperation between parent and child, and among friends.
Early adolescence Late adolescence	Seasonally-based sports Sports to enhance one's own potential	Experiencing a variety of different sports, experiencing and feeling the enjoyment and pleasure of sports, cultivating an attitude which approaches sports from an independent perspective. Aiming for an improvement in the skill level of the sport to which one is best suited based on individual sporting aptitude, forming habits, such as viewing sports, which bring one independently and regularly closer to sports throughout one's life, working for establishment of habits.	Positively and independently participating in extracurricular sports club activities, group activities at school and community sports clubs to follow one's own sports interests and pursuits throughout one's life. Experiencing the enjoyment of sports through challenging one's own personal limits and participating in sports-related volunteer activities.
Young adulthood Middle age	Maintaining stamina while enjoying exercise and sports	Independently and regularly associating oneself with sports in everyday life regardless of more regulated hours as an adult, and forming a positive and healthy lifestyle while spending time with one's family and interacting with friends and colleagues. Conveying the enjoyment of exercise and sports activities through practicing and experiencing sports with one's children.	In the expansion of the two-day weekend system, settling on an independent weekend sporting lifestyle, practicing sports with one's family, enjoying various outdoor activities with one's friends by going to the sea or to the mountains.
Early old age Late old age	Exercise and sports depending on personal stamina	Although the body tends to function less well as one ages, making efforts to maintain one's own lifestyle and keep oneself healthy, participating in exercise, sports and recreation in accordance with personal stamina and objectives, and working for closer relations with local people.	Positively interacting through sports and hobbies with family and colleagues and people of a different generation. Making efforts to keep oneself healthy and in order to prevent reduced stamina, contemplating how to enjoy sports and participating independently in sports.

※ The focal points of sports life relate to all stages in life, but are described for stages in life when they are especially important.

Table 1-2: Guidelines for Exercising to Improve Stamina (model plan)

Life stage	Exercise to enhance the respiratory circulation function and improve endurance (oxygen-based exercise)			Exercise to train muscles and improve flexibility and to prevent muscle weakness	
	Number of heartbeats when exercising (% $\dot{V}O_2$ max[1])	Basis of exercise	Type of exercise	Muscle-training (degree of load[2])	Practice
Early childhood	150–200 beats/min (70%–95% $\dot{V}O_2$ max)	5–15 min/day 3 or more days a week	Outdoor games which include running		Games using the whole body
Childhood			Swimming, sports which include running	Low to medium load (30–60% of maximum load)	Exercise to develop body flexibility and body movements
Early adolescence	140–200 beats/min (65–100% $\dot{V}O_2$ max)	10–30 min/day 3 or more days a week	Walking, jogging, swimming, sports which include running	Medium to high load (80–90% of maximum load) 2 days a week 10–30 min/day	Stretching, exercise which builds stamina, 5–30 min/day
Late adolescence	140–180 beats/min (65–90% $\dot{V}O_2$ max)				
Young adulthood	Mid–late 20s 130–170 beats/min (65–85% $\dot{V}O_2$ max)	15–60 min/day, 3 or more days a week	Walking, jogging, cycling, swimming, sports which include running	Low to medium load (60–80% of maximum load) 1–2 days a week 10–30 min/day	Stretching, workouts to maintain health and stamina 5–30 min/day
Middle age	30s–40s 120–145 beats/min (60–75% $\dot{V}O_2$ max)				
	50s 110–130 beats/min (50–65% $\dot{V}O_2$ max)				
Early old age	100–125 beats/min (50–65% $\dot{V}O_2$ max)	15–60 min/day, 3 or more days a week	Walking, swimming, sports which include walking	Low load (30–60% of maximum load) 1–2 days a week 10–30 min/day	Stretching, workouts to maintain health and stamina 5–30 min/day
Late old age					

Note: The minimum and maximum values of exercise intensity, time allotted for exercise and number of times per week to exercise are set to efficient (minimum) and safe (maximum) levels.

Reference: 1. % $\dot{V}O_2$ max is degree of load relative to maximum oxygen intake.

2. Maximum load for muscle-training is based on maximum muscle strength or 1 RM (a weight which can be lifted a maximum of once)

- Low load refers to being able to repeat lifts any number of times
- Medium load refers to being able to repeat lifts up to 10 times
- High load refers to being able to repeat lifts 1–3 times.

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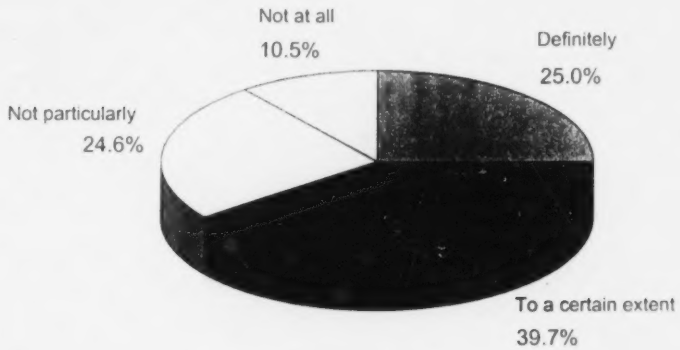
In a lifelong sports society it is important for people to exercise and take part in sports independently and constantly according to their life stage. From this perspective, in September 1997, the Health and Physical Education Council report proposed policies for the promotion of participation in sports suited to the age of the individual, and guidelines for participation showing what sort of exercise and sports people should be enjoying at each stage of their lives (see Tables 1-1, 1-2).

2. Expectations of the Japanese toward Lifelong Sports

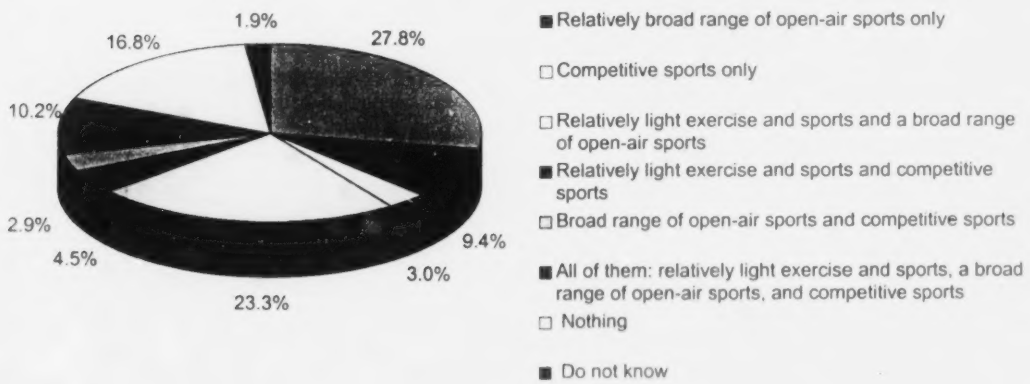
According to the "Opinion Survey on Stamina and Sports," around 30% responded that they took part in some form of sports more than once a week. The figure for Japan is low, however, when compared to certain European countries such as Sweden and Switzerland, where over 50% of people take part in sports more than once a week. Results of the survey also show that more than 60% feel that they are not taking enough exercise, and over 80% said that they would like to try some exercise in the future. It is clear from these results that there is a large gap between those who want to participate in sports and those who are regularly participating, and that even though there are many who want to participate in sports, they are not sufficiently doing so (see Figure 1-15).

Figure 1-15 (1): Do You Feel That You Are Not Exercising Enough?



Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

Figure 1-15 (2): Exercise and Sports You Would Like to Try in the Future


1.9%
16.8%
27.8%
10.2%
2.9%
4.5%
9.4%
3.0%
23.3%
Relatively light exercise and sports
Relatively broad range of open-air sports only
Competitive sports only
Relatively light exercise and sports and a broad range of open-air sports
Relatively light exercise and sports and competitive sports
Broad range of open-air sports and competitive sports
All of them: relatively light exercise and sports, a broad range of open-air sports, and competitive sports
Nothing
Do not know

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

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3. Direction of Promotion Policies for Lifelong Sports

Policies for lifelong sports are centered on developing a habit in many people to exercise, and responding to the diverse needs of sports to create an environment in which everyone is able to freely enjoy them.

In order to develop a habit of exercising, it is important to experience the enjoyment of sports while young. Thus, physical education classes at school and extracurricular sports club activities take on a more significant role in experiencing sports. While cultivating the abilities and skills, and moreover, improving the basic stamina and capacity to positively enjoy exercise throughout one's life, measures are necessary to improve school curricula, so that mind and body can be liberated through sports and people will be able to enjoy physical activity.

In order for everyone to be able to freely enjoy sports, it is necessary to strive to develop an environment where people can constantly participate in sports. It is therefore important to advance policies from the following perspectives: 1) the development of sports facilities; 2) the establishment and development of organizations in which local residents can freely participate in sports; 3) the implementation of sports promotion projects; and 4) the training and utilization of sports instructors. Fundamentally, these policies are carried out by local governments with respect to local conditions, but the central government is needed to play a supporting role by granting subsidies, managing the system and providing guidance.

Sports facilities provide the basic conditions for sports activities, and their development is indispensable for a lifelong sports society. It is necessary to increase the number of facilities so that local residents can access them more easily, and to further promote the efficient use of existing sports facilities.

In order to realize a lifelong sports society, sports facilities alone are insufficient, and the enhancement of various other elements is required; in particular, it is necessary to create an environment and develop organizations in which local residents can freely participate in sports. MESSC has proposed comprehensive community sports clubs (see Chapter 3, Section 3-2) as a method for developing this structure.

It is also important to provide opportunities for beginning sports, and goals and encouragement for further participation in sports. It is very important to plan sports-related events, such as tournaments and sports seminars, and MESSC promotes them both directly and indirectly.

Sports instructors provide the support for such sports activities. The need for sports instructors is seeing a further increase in today's society in accordance with the diverse and advanced sports activities of the public. Sports instructors are expected to acquire wider knowledge, education and expertise, and greater development of instructional skills. The training and utilization of sports instructors who can develop an accurate understanding of sports needs and instruct appropriately is necessary.

Along with these policies, the Japanese need to reconsider their lifestyle. The average working hours of the Japanese are longer than those of the Europeans and the Americans, and many people spend a long time commuting to work, particularly in urban areas. Taking note of the fact that an overwhelming number of people state that they do not have enough time to participate in sports, reconsidering lifestyles and creating spare time for participating in sports is essential for the realization of a lifelong sports society.

SECTION 4: THE PROMOTION OF TOP-LEVEL SPORTS

1. The Significance of Competitive Sports

Sports are not merely concerned with self-participation, but are also enjoyable in a number of other ways, such as the watching of sports, and play a significant role in providing mental release and enriching free time in Japanese lifestyles.

Competitive sports are a form of sports played with the main objective of enhancing levels of competitiveness, and are a method for enjoying sports through the constant effort to attain the highest skill levels by seeking out one's own potential and challenging personal limits. Competitive sports, which are cultivating the frontier of sports, can be a wonderful experience not only for those competing, but also for those watching competitions and involved in supporting and participating in the organization of sporting events. In particular, athletes challenging themselves to their very limits and the performances born as a result, as witnessed at the XVIII Olympic Winter Games in Nagano and the FIFA 1998 World Cup in France, provide a dream to and leave a deep impression on those watching, and have a profound effect on arousing interest and the urge to participate in sports, particularly among today's youth, in whose hands lies the near future. These performances contribute greatly to the dissemination and promotion of sports in Japan, and to the sound development of young people.

Sports are able to transcend language barriers by using the same rules throughout the world. They also play an important role in mutual understanding and friendship with other nations and in promoting a sense of solidarity among human beings through participation in international competitions and various exchange activities.

As stated above, competitive sports contribute to the formation of an active and healthy society, and it would not be an exaggeration that they are a creative and cultural activity common to all human beings. They also play a significant role in providing motivation widely to the people to realize mental and physical health through lifelong participation in sports.

Curling—the first official competition of the Winter Olympic Games in Nagano
©Ryunosuke Takahashi / AFLO SPORT

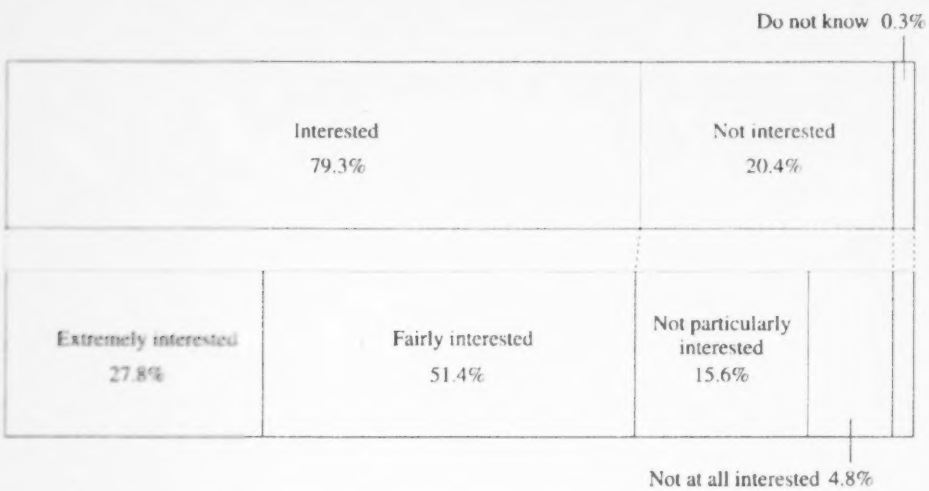
2. Expectations of the Japanese toward Competitive Sports

The Nagano Olympic Winter Games, held in Japan for the first time in 26 years since the Sapporo Olympic Winter Games, and the Japanese soccer team having successfully qualified through the Asian World Cup Qualifying rounds, participating for the first time in the World Cup Finals, greatly heightened the interest of the Japanese, and allowed them to experience the great joy of international competitive sports.

There are very high expectations for Japanese athletes on the world stage in the future, with various competitions scheduled: the Sydney 2000 Olympic Games, Salt Lake 2002, the XIX Olympic Winter Games, and the 2002 FIFA World Cup to be jointly held by Japan and the Republic of Korea. In the "Opinion Survey on Stamina and Sports,"

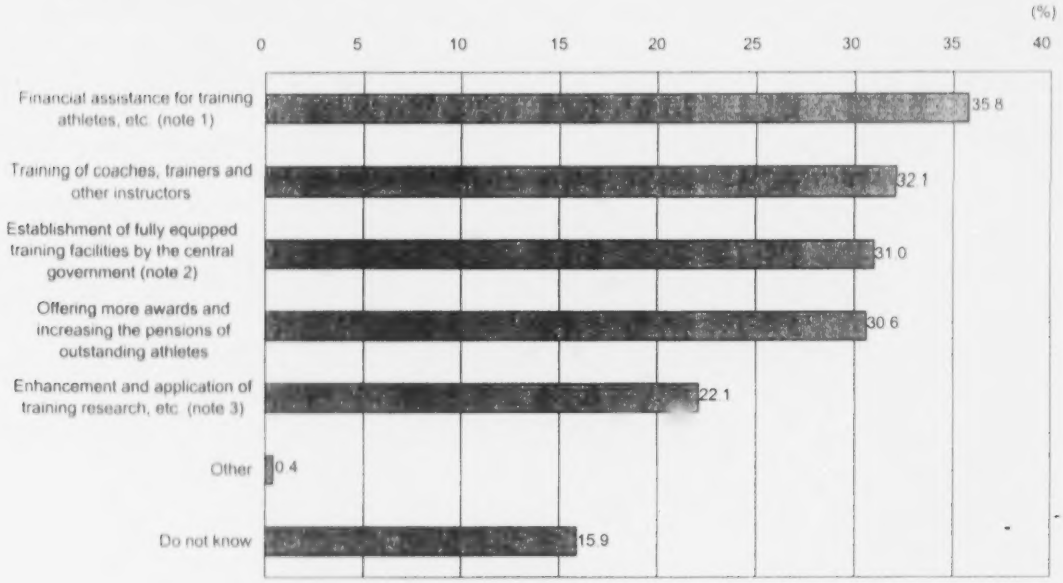
79.3% responded that they had an interest in the performances of Japanese athletes in international competition (see Figure 1-16). Furthermore, 78.8% thought that it was necessary to give public assistance to Japanese athletes in international competition, and the majority of Japanese recognized that public assistance is necessary to help improve competitive strength. When asked what kind of public assistance they believed was necessary, 35.8%, the highest percentage, responded, "financial assistance for training athletes and for sports competitions abroad." Other responses were, "training of coaches, trainers and other instructors" (32.1%), "establishment of fully equipped training facilities, such as a national sports center, by the central government" (31.0%), "offering more awards and increasing the pensions of outstanding athletes" (30.6%), and "enhancement and application of research, such as scientific training, etc." (22.1%) (see Figure 1-17).

Figure 1-16: Interest in the Performances of Japanese Athletes in International Competition



Source: Prime Minister's Office "Opinion Survey on Stamina and Sports" (October 1997).

Figure 1-17: Necessary Public Assistance



(Multiple responses)

Notes:
1. Financial assistance for training athletes and for sports competitions abroad.
2. Establishment of fully equipped training facilities, such as a national sports center, by the central government
3. Enhancement and application of research, such as scientific training, etc.

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

3. Direction of Promotion Policies for Competitive Sports

The government needs to positively address the promotion of competitive sports due to their diverse significance and the high expectations of the Japanese, as stated above. First, the improvement of the competitive strength of the Japanese, which is the objective of competitive sports, is essential. In recent years, although Japan has been a tour de force internationally in some winter sports, a relatively low level of competitive strength has been seen on the whole for a long period. A reassessment of the current system to improve competitive strength, and the construction of a more effective system are essential. It is hoped that Japan can promote sports exchange, including hosting international competitions, while giving consideration to a sports environment that contributes to mutual understanding and international friendship between nations to create a common global culture. It is also necessary to promote competitive sports by focusing on the aspect of "spectator sports," which, as seen at top-level competitions such as the Olympics and in professional sports, provides a dream and leaves a deep impression on people, and contributes to the dissemination and promotion of sports.

SECTION 5: THE ESTABLISHMENT OF THE SPORTS PROMOTION LOTTERY SYSTEM

1. The Current Situation of the Sports-Related Budget

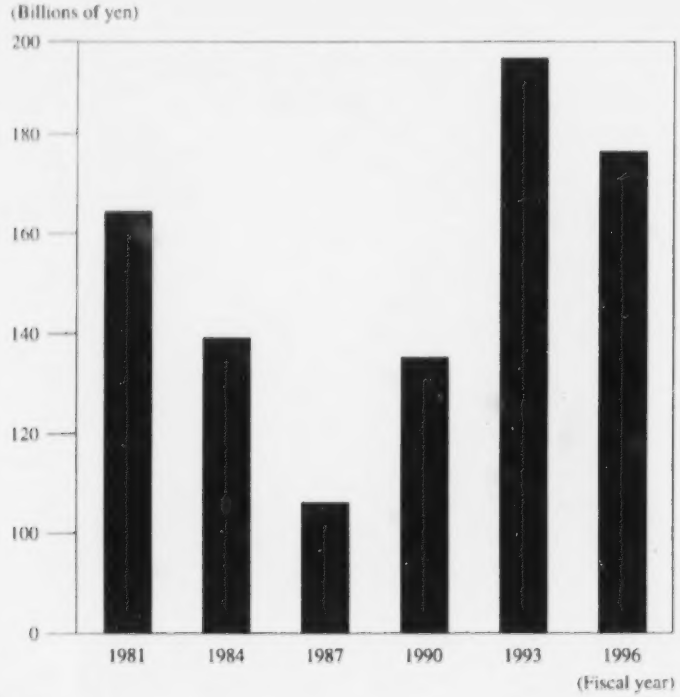
As outlined above, in order to promote sports in Japan, it is necessary to develop sports environments and improve the standard of top-level competitiveness.

To achieve this goal, the central government is working to establish and develop sports facilities, train sports instructors, host a variety of events and advance scientific research, as well as providing subsidies to projects being implemented by local governments and sports organizations.

However, due to the difficult financial conditions at present, the sports budget in the last few years has been fluctuating between 17 and 18 billion yen (see Figure 1-18).

Looking at the current situation of sports facilities, and the development of instructors and a system of improving athletes based on sports medicine and science, well-planned sports promotion with stable revenue sources is strongly desired.

Figure 1-18: The Sports Promotion Budget of the Central Government



Source: MESSC.

In December 1990, the "Sports Promotion Fund" was established at the National Stadium and School Health Center of Japan as one of the measures to secure revenue sources for sports promotion. Until FY1998, 2,285 people and 1,941 organizations received subsidies from the Fund of approximately 8.17 billion yen, playing an important role in sports promotion in Japan. However, with the current recession in Japan, there has been a decline in contributions by the private sector caused by a slump in donations and an interest rate decrease (see Table 1-3).

Table 1-3: Sports Promotion Fund and Subsidization

(Million yen)

Fiscal year	1990	1991	1992	1993	1994	1995	1996	1997	1998	Total
Fund	25,210	26,990	28,031	28,708	29,113	29,311	29,401	29,411	—	—
(Number of cases of assistance)	(155 cases)	(600 cases)	(539 cases)	(476 cases)	(473 cases)	(522 cases)	(523 cases)	(456 cases)	(482 cases)	(4,226 cases)
Amount of subsidy	201	1,498	1,253	991	863	917	816	818	813	8,170

Notes:
1. FY1990 refers only to the amounts of three months: January through March 1991.
2. The Fund amount is made up of donations from the private sector in each fiscal year added to the 25 billion yen in central government funds (December 1990).

Source: National Stadium and School Health Center of Japan Survey.

The Sports Promotion Fund

The Fund is made up of central government funds (25 billion yen) and donations from the private sector (4.4 billion yen as of April 1998), and for the purpose of improving Japan's international competitive strength and expanding the range of sports played in Japan, subsidizes the activities below, undertaken by sports organizations, athletes and instructors.

① Activities to enhance athletes, such as intensive training camps undertaken by sports organizations
② Hosting of international and national competitions, seminars, etc.
③ Everyday sports activities of athletes and instructors, both domestically and internationally
④ Excellent international sports activities, such as conquering previously unclimbed mountains, etc.

Subsidies given to the Sports Promotion Fund in FY1998 totaled 812.7 million yen (482 cases).

2. The Sports Promotion Lottery

(1) Objectives of the Sports Promotion Lottery

The Sports Promotion Lottery System, or the Sports Promotion Lottery (Soccer Lottery) was proposed by the Sports Federation of Diet Members as a new policy to secure revenue sources for the purpose of building a "lifelong sports society," in which everyone can be closely familiar with sports and lead a healthy and active life at all times, developing top-level athletes to perform on the world stage, and establishing a rich sports environment. The system was created through the "Sports Promotion Lottery Law,"[1] submitted by members of the Diet, which passed in May 1998. At present MESSC and the National Stadium and School Health Center of Japan are discussing the basic system with the Health and Physical Education Council, aiming to launch sales in FY2000.

(2) The System of the Sports Promotion Lottery

The Sports Promotion Lottery does not involve predicting each result of matches. Rather, it will be based on the predictions of more than ten match results of the "Sports Promotion Lottery Match Hosting Organization" selected by the Minister of Education, Science, Sports and Culture (the Japan Professional Football League [J League] will be the designated organization). The National Stadium and School Health Center of Japan will commission a financial institution and sell Sports Promotion Lottery tickets at 100 yen each.

The plan of the Sports Federation of Diet Members is not to create excessive interest in gambling. For example, the chances of accurately matching all 13 predictions will be 1.6 million to one, the top prize will be set at 100 million yen, and winning tickets will account for less than 50% of sales.

[1] All names of bills, laws, etc., in this Section are tentative names.

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Outline of the "Sports Promotion Policy"
Initiated by the Sports Federation of Diet Members

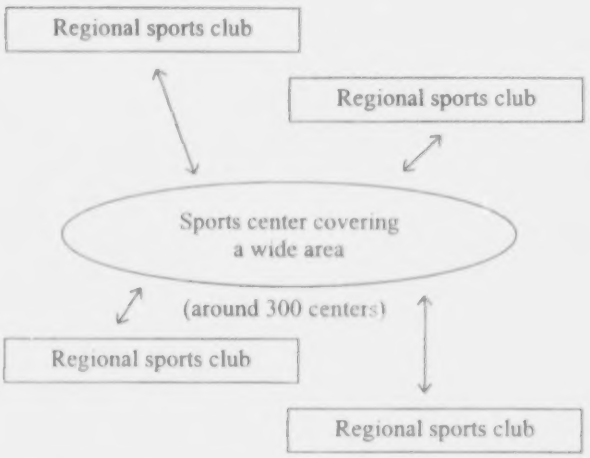
The Sports Federation of Diet Members (Chairman: Yoshio Sakurauchi, Member of the House of Representatives) drafted the Sports Promotion Policy outlined below in 1994, to reform the Japanese sports environment and to allow mental release and enriched free time for the Japanese people. In order to realize this, revenue sources on a considerable scale are needed under the current difficult financial situation, so a proposal has been made to introduce the Sports Promotion Lottery system in soccer matches, a success in countries abroad.

Creating regional sports environments

① Promotion of the establishment of regional sports clubs in which anyone can participate (around 10,000 clubs nationwide in districts equivalent to lower secondary school districts)

② Establishment of sports centers covering a wide area, to comprehensively support regional sports activities (around 300 centers nationwide)

③ Promotion of the training and posting of regional sports instructors



Creating an environment to develop world-class athletes

① Establishment of national sports centers
The centers, which will enhance the competitiveness of top-level athletes, will contain advanced, comprehensive training facilities, sports medicine and science research capabilities, and training camp facilities.

② Support for hosting international sports competitions
Hosting international sports competitions such as the Olympic Games and World Cup soccer will be supported.

Figure 1-19: Image of Lottery Slip for Making Predictions (mark sheet)

Home team vs Away team	Home win	Away win	Draw, etc.
Team A vs Team B	■	□	□
Team C vs Team D	□	□	■
Team E vs Team F	□	■	□
(Total of 13 matches)			

A more comprehensive lottery method will be established in the future, but the following method is currently being considered: The bettor will predict home wins, losses, extra time, etc., for more than ten matches, fill in the appropriate boxes on the Lottery Slip (tentative name), then purchase a lottery ticket (see Figure 1-19).

Less than 50% of the sales money will be disbursed as prizes, less than 15% will cover expenses, and the remainder will be profit. Of the profit, one-third will be allocated to the national treasury, and will be appropriated for such areas as the healthy development of young people, education and culture, the preservation of the natural environment and international sports exchanges. The remaining two-thirds will be allocated as subsidies for sports promotion. They will be shared equally between sports organizations and local governments including sports organizations invested by them in order to be appropriated to various projects for promoting sports responding to the needs of the Japanese (see Figure 1-20).

Responding to fears that the Sports Promotion Lottery might have an undesirable influence on young people, it will be illegal to purchase or to have an adult purchase a Sports Promotion Lottery ticket if under 19 years old. People knowingly selling tickets to those under 19 years old will also be prosecuted, and in the case where it is determined that this has had a serious effect on the education of children, the Minister of Education, Science, Sports and Culture will be able to order a suspension of the conduct of business.

J League

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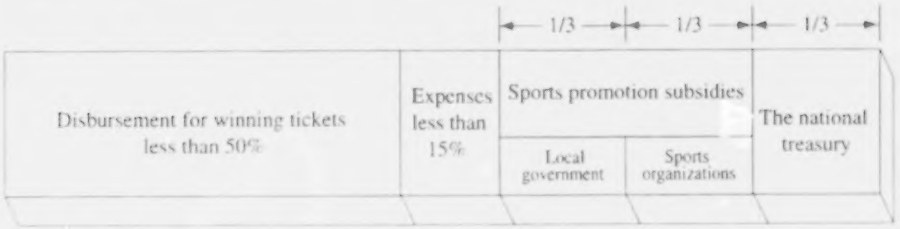
Figure 1-20: Breakdown of Sports Promotion Lottery Profits



Sports Promotion Lotteries in Other Countries

Soccer lotteries have a long and traditional history in Europe and South America. These lotteries combine gathering small "contributions" by selling the lottery "dream" with the fun of guessing match results.

The most popular form of these lotteries is to predict the match results—wins, losses, draws—from ten different matches, but more recently, lotteries in which the bettor chooses the total number of goals from a fixed set of matches are also being introduced.

The United Kingdom introduced a lottery in 1923. The profits account for part of the revenue sources allocated to the development of sports facilities in local regions.

The lottery, the "Totocalcio," instituted in 1946 in Italy, was organized by the Italian National Olympic Committee and is famous throughout the world. The lottery is promoted with the phrase, "Half for the children, half for your dreams," and the larger part of it is contributed to the sports promotion budget, for subsidies to sports organizations, comprehensive sports facilities, and aspiring athletes.

More recently, in 1985, the soccer lottery, "le lotto sportif," was established in France. The profits are allocated to the sports promotion fund and are appropriated for sports promotion projects.

Lottery booth in Germany

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CHAPTER 2

TOWARD ENHANCED HEALTH EDUCATION

Disaster prevention exercise at school (fire extinguishing)

In order to properly respond to new issues concerning children's health in recent years—such as drug abuse, sexually deviant behavior and lifestyle-related disease symptoms—secondary prevention, that is, early discovery plus early treatment, is naturally important. However, it is more important for children themselves to acquire the capability to promote their health and to actually stop doing the wrong things (primary prevention). For this purpose, the role of health-related learning which promotes primary prevention will gain much more significance. An especially urgent task will be the enrichment of health education in schools, which are the foundation of health-related learning.

Health-related school activities are composed of three areas: "School Health," which includes health education and management for the promotion of mental and physical health, "School Safety," which includes safety education and management for the development of safety capability based on respecting the lives of oneself and others, and "School Lunches," which includes food-related instruction and hygiene management for the development of appropriate eating habits. All these areas, while retaining their own independent functions, are cooperating reciprocally to promote students' health.

However, as pointed out in the September 1997 report of the Health and Physical Education Council, it is particularly necessary for schools to reorganize health and safety education and food-related instruction into a concept of "Health Education," in order to properly respond to new health-related issues. Schools need to undertake wholistic strategies to address the issue of students' health.

The report also pointed out that because health education covers wide-ranging and specialized activities, and must be carried out in the various opportunities of school education, the full utilization of school personnel with expertise, such as nurse teachers and school nutritionists, and experts from outside schools, is extremely important for conducting efficient and practical instruction.

Model Project for the Comprehensive Promotion of Health Education

Responding to the September 1997 report of the Health and Physical Education Council, MESSC has begun implementation of the Model Project for the Comprehensive Promotion of Health Education as a new project since FY1998. These operations aim for organized and systematic health education in cooperation with homes and the community, in addition to fully utilizing school personnel with expertise, such as nurse teachers and school nutritionists, and experts from outside schools. More specifically, model regions were designated at the city, town and village level (24 cities, towns and villages over a three-year period). In these designated areas, MESSC promotes the understanding of children's actual health problems and the clarification of problem areas, and specifies health-related tasks in accordance with regional conditions, such as mental health, lifestyle habits, eating habits, drug abuse and disaster prevention education. MESSC also conducts practical and comprehensive surveys and research on health issues based on developments in health education in the elementary and lower secondary schools of the designated areas.

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SECTION 1: INSTRUCTION IN SUBJECTS AND OTHER AREAS

Health education in schools is conducted not only in subjects such as Health and Physical Education but also in all educational activities, including Moral Education and Special Activities, responding to each stage of students' development, aiming at providing a foundation for students to lead a healthy and safe life. In the Courses of Study revised in 1989, the enhancement of health education was promoted. However, in order to enhance health education further, taking into consideration the current health conditions of children, it is important to make improvements based on the following fundamental perspectives: 1) understanding the basic concepts of the importance of health and the growth and development of the body, 2) maintaining a healthy lifestyle, 3) addressing new, serious health and safety-related problems, and 4) promoting mental health.

For this purpose, the July 1998 report of the Curriculum Council pointed out in its Basic Principles Regarding Common Issues to All Stages of School Education and All Subjects that for students to develop basic health and stamina for mental and physical health throughout their lives is extremely important. The report also pointed out the need to enhance instruction so that through first-hand learning experience in subjects such as Physical Education and Health Education, and Home Economics and Industrial Arts, and other areas such as Moral Education, Special Activities and Period of Integrated Study, students will become aware of the importance of health and their own bodies, and respond to a wide number of health issues.

Responding to this report, MESSC will revise Courses of Study to improve Physical Education and Health, starting instruction on health-related subjects from the third grade of elementary school, and working to enable children to properly take care of their bodies, and properly respond to health issues such as promoting mental health, the formation of appropriate eating habits, and the prevention of lifestyle-related diseases and drug abuse.

The report also stressed the importance of instruction on eating habits, including nutrition in the subject Home Economics and Industrial Arts. It pointed out that instruction in mental and physical health, and school lunches should be enhanced through Class Activities, one part of Special Activities, and that health-related instruction in accordance with specific conditions in schools and the community should be implemented in the newly established period of Integrated Study.

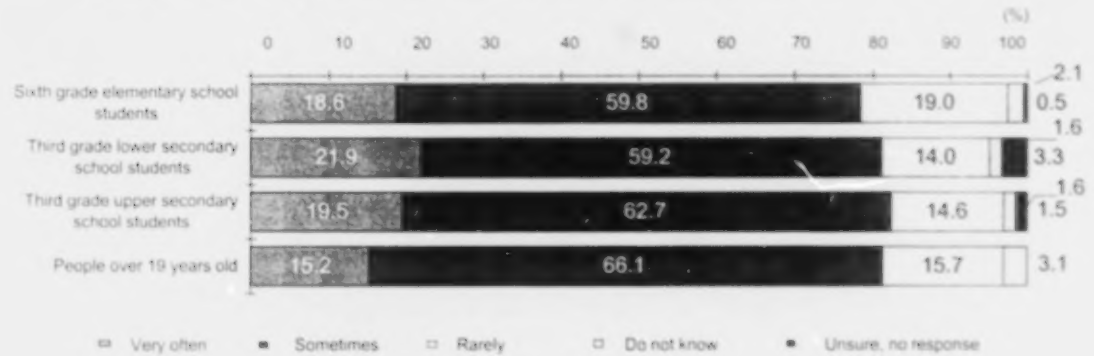
SECTION 2: RESPONSE TO MENTAL HEALTH PROBLEMS

1. The State of Children's Mental Health

According to the "Survey on Health and Sports," approximately 20% of all sixth grade elementary school, third grade lower secondary school and third grade upper secondary school students responded that they become irritated or annoyed "very often" (see Figure 2-1). Furthermore, the percentage of students who responded that they feel unease "very often" increased in students in higher grades (see Figure 2-2).

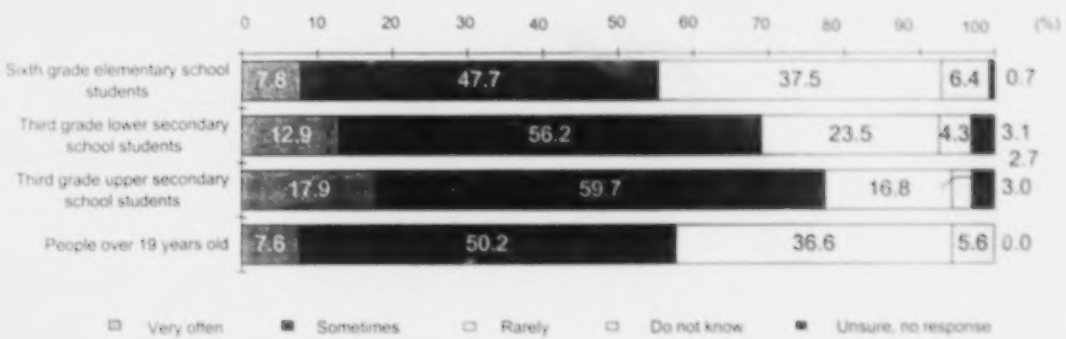
Many children responded that they become irritated and annoyed, or feel uneasy when they "do not get on well with friends," or "do not understand lessons." Approximately 30% of students in both third grade lower secondary school and third grade upper secondary school respectively responded that they "sometimes feel annoyed for no reason," when asked why they become irritated and annoyed (see Figures 2-3, 2-4).

Figure 2-1: Frequency with Which Children Become Irritated and Annoyed



Note: The total percentage is not 100% due to rounding off of figures.
Source: MESSC, "Survey on Health and Sports" (FY1998).

Figure 2-2: Frequency with Which Children Feel Anxiety



Note: The total percentage is not 100% due to rounding off of figures.
Source: MESSC, "Survey on Health and Sports" (FY1998).

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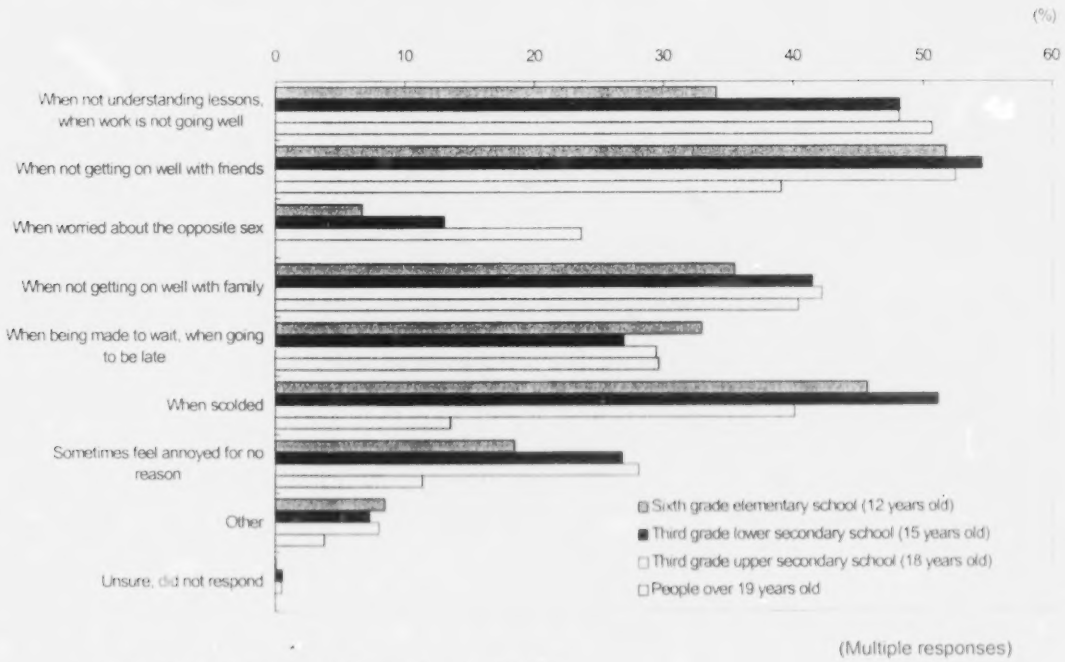
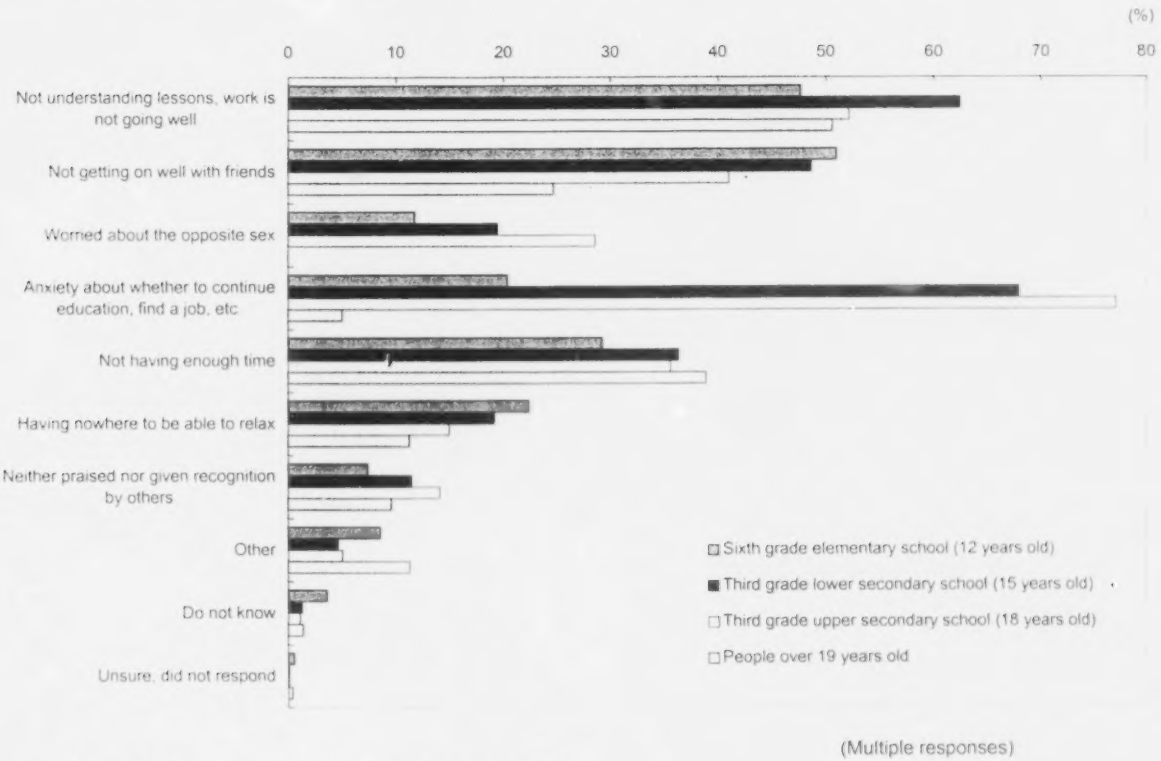
Figure 2-3: When Children Become Irritated and Annoyed


(%)
0
10
20
30
40
50
60
When not understanding lessons, when work is not going well
When not getting on well with friends
When worried about the opposite sex
When not getting on well with family
When being made to wait, when going to be late
When scolded
Sometimes feel annoyed for no reason
Other
Unsure, did not respond
Sixth grade elementary school (12 years old)
Third grade lower secondary school (15 years old)
Third grade upper secondary school (18 years old)
People over 19 years old

(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

Figure 2-4: Reasons for Feeling Anxiety



(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

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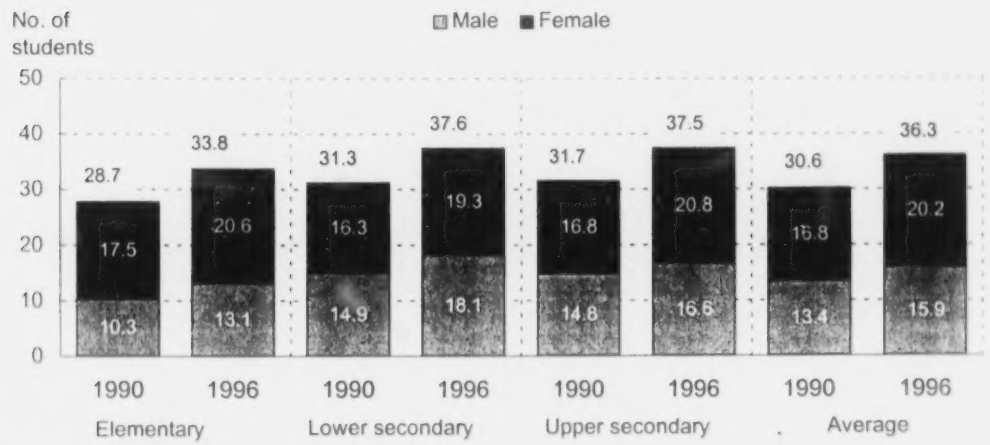
2. Status of the Use of School Infirmaries by Students

According to the "Survey on the State of Use of School Infirmaries" conducted by MESSC in October 1996, in elementary and lower and upper secondary schools an average of 36.3 students per day per school use the school infirmary, a 5.7 student increase on the 1990 figure of 30.6. There is also a tendency for students in higher grades to make more use of school infirmaries, and more female students than male (see Figure 2-5).

Figure 2-5: Average Number of Students per Day per School Who Use the School Infirmary



Source: MESSC, "Survey on the State of Use of School Infirmaries" (October 1996).

From October 1995 to September 1996 inclusive, the percentage of schools in which there were cases where nurse teachers consistently gave support to children with "mental problems" exceeded 70% in elementary and lower and upper secondary schools, and increased in students in higher grades. At the time of the survey, the same percentage saw an increase in lower and upper secondary schools compared to 1990 (see Figure 2-6).

At the time of the survey, the percentage of schools in which children were "spending time in the school infirmary" had seen an increase by 13.9 points and 11.3 points respectively in lower and upper secondary schools since 1990 (see Figure 2-7).

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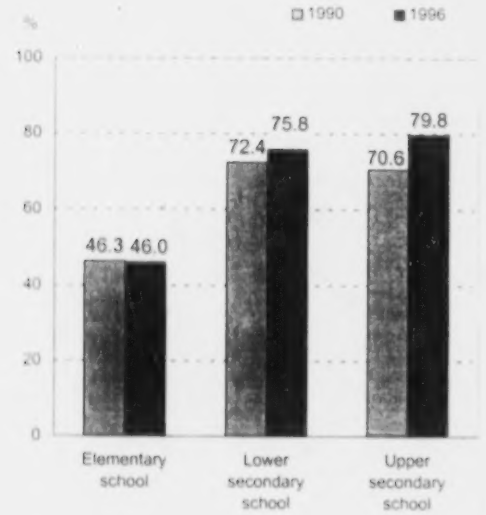
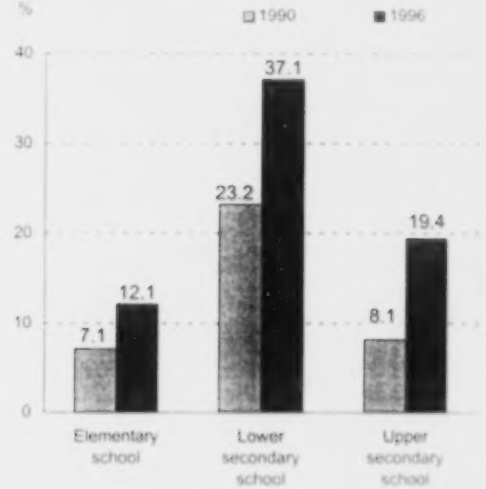
Figure 2-6: Contrast of Percentage of Schools in Which There Are Cases Where Nurse Teachers Consistently Give Support to Children with "Mental Health Problems"



Source: MESSC "Survey on the State of Use of School Infirmaries" (October 1996).

Figure 2-7: Percentage of Schools in Which Children Are "Spending Time in the School Infirmary"



Source: MESSC "Survey on the State of Use of School Infirmaries" (October 1996).

3. Instruction in Subjects

Schools are conducting mental health-related instruction aimed at deepening the understanding of children toward: 1) "mental development" in elementary school Physical Education classes (health fields), 2) "mental health" in lower secondary school Health and Physical Education classes (health-related areas), and 3) "mental health" in upper secondary school Health and Physical Education classes (curriculum health).

In terms of improvement for "mental health," the July 1998 report of the Curriculum Council stressed the following points:

1) Physical Education classes (health fields) in elementary school; understanding and acceptance of the differences of one's own physical and mental development and that of others, overcoming anxieties and worries, good human relationships.
2) Health and Physical Education classes (health-related areas) in lower secondary school; the formation of one's own individuality and reduction of stress during puberty.
3) Health and Physical Education classes (curriculum health) in upper secondary school; the importance and motivation of challenging spirits for self-realization and reduction of stress.

In response to this report, MESSC is to enhance mental health-related instruction by revising Courses of Study.

4. Enhancement of Health Counseling

Nurse teachers are able to perceive the various signs of problems in students through their experience in recognizing students' individual background of poor physical problem. Health counseling by nurse teachers is assuming a more important role in serious contemporary health-related issues such as drug abuse, sexually deviant behavior, bullying and refusal to attend school.

Thus, during in-service training for nurse teachers, MESSC hosts workshops and training seminars for school infirmary counseling to provide specialized knowledge and skills regarding care and instruction. Since FY1997,

MESSC has expanded the duration of training for newly employed nurse teachers from 9 to 27 days, and has implemented new training for teachers with 5, 10 or 20 years' experience, in order to improve their skills and abilities.

In response to the July 1997 report of the Education Personnel Training Council, "How to Reform the Training of Teachers for the New Age," and the December 1997 report "Development Curriculum for Nurse Teachers," amendments were made to the Education Personnel Certification Law and related Ministry Orders. Along with the amendments, a subject, "Theory and Methods for Health Counseling" was introduced in the training curriculum for nurse teachers, and nurse teachers with over three years' experience were enabled to supervise lessons in Health in the schools at which they work.

In light of the continuous outbreak of knife incidents involving lower and upper secondary school students which had occurred since January 1998, MESSC held the Mental Health-related Emergency Conference for Nurse Teachers in March 1998 in order to encourage children to confront health issues and visit school infirmaries. "The Minister of Education's Emergency Appeal" at the conference encouraged nurse teachers to listen to children in order to foster an awareness of the upbringing of children. Information exchange and discussion into the state of children spending time in the school infirmary and present teaching conditions have also been conducted.

Health counseling by a nurse teacher in a school infirmary

Using the supplementary budget for FY1998, MESSC subsidized setting up computers in consultation rooms such as "classrooms for easing children's minds," which will be established in lower secondary schools, and surveys and research are currently being conducted concerning their use and efficiency. This was enacted due to a necessity to gather, from external organizations, topic-related advanced medical and scientific know-how, the present state of, appropriate treatments to, and instruction on health issues, and to provide students, parents and guardians with a better consultation system.

5. Mental Health Care for Students in Relation to Disasters

The Great Hanshin-Awaji Earthquake in January 1995 and other serious natural disasters in recent years, have not only left serious problems and made us reconsider the roles of schools during disasters and ideal disaster prevention education, but have also made us keenly aware of the necessity to provide the appropriate mental care for children with mental health problems stemming from these disasters.

One of the most serious concerns is the possible emergence of symptoms of Post Traumatic Stress Disorder (PTSD)[1] in children. It is of utmost and immediate importance to study measures to address the mental health problems suffered by these children.

MESSC has therefore carried out surveys on the mental health of children in the areas stricken by disaster in FY1995 and 1996. Based on the results of these surveys MESSC prepared material for "The Mental Care of Children in Disasters" in FY1997, and distributed it to all schools.

[1] Post Traumatic Stress Disorder (PTSD)
A mentally confused state which occurs after a person experiences an event involving extremely intense fear. PTSD is characterized by the following symptoms:
① Recalling a fearful experience and re-experiencing it.
② A continuous stressful state involving insomnia and fright.
③ In some cases, physical symptoms such as headaches, nausea and dizziness.

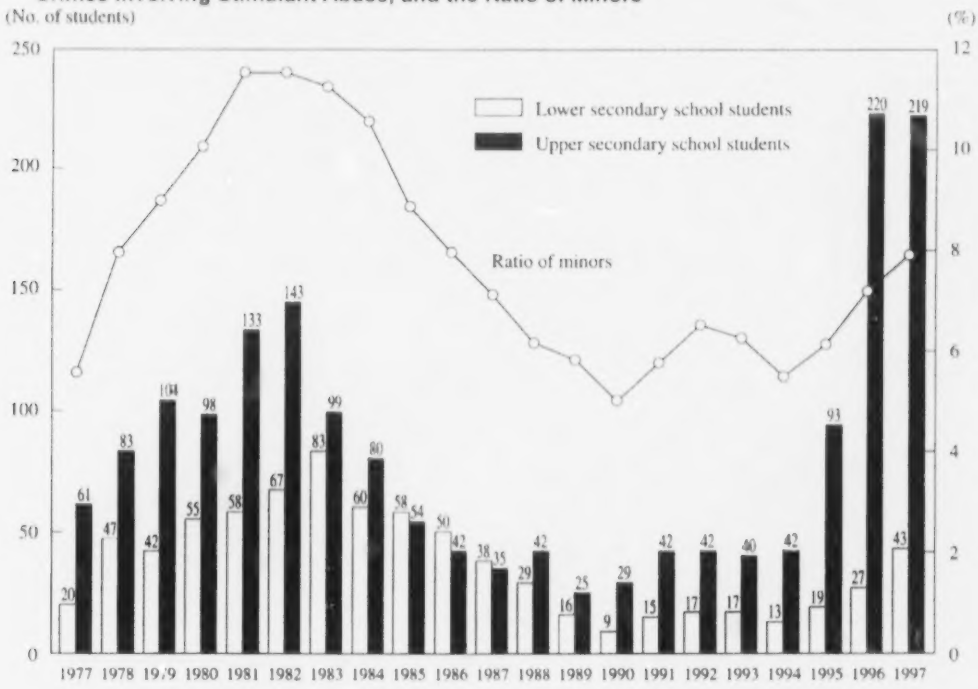
SECTION 3: ENHANCEMENT OF INSTRUCTION ON DRUG ABUSE PREVENTION

1. The State of Abuse of Stimulants and Other Drugs by Students

Drug abuse is becoming a serious current health and social problem. While smoking and drinking by minors is prohibited by law, drug abuse is prohibited by law for all persons, regardless of age, because it not only affects mental and physical health but has a great effect on character formation, and thus also exerts a considerable impact on society.

Despite this fact, drug abuse among children has been extremely serious in recent years. In 1997, 43 lower secondary school students and 219 upper secondary school students were arrested for criminal offenses involving stimulant abuse. The number of upper secondary school students arrested for crimes involving stimulant abuse doubled from 1994 to 1995 and from 1995 to 1996. While this figure remained unchanged from 1996 to 1997, the number of lower secondary school students arrested for the same offense doubled from 1996 to 1997. This data indicates that there is an advancing trend toward drug abuse by younger children (see Figure 2-8).

Figure 2-8: Number of Lower and Upper Secondary School Students Arrested for Crimes Involving Stimulant Abuse, and the Ratio of Minors



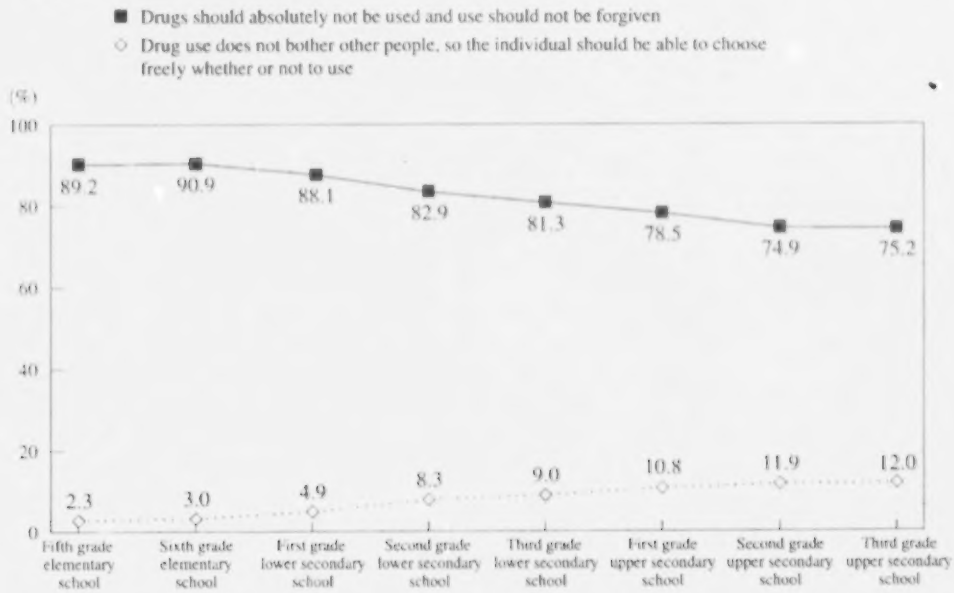
Source: Headquarters for the Promotion of Measures to Prevent Drug Abuse.

Recent examples of drug abuse have been characterized by the appearance of conditions in which children can readily obtain drugs (such as when approached by foreigners conducting illegal drug transactions in front of stations or in downtown areas) and lack of awareness about drugs (such as the misguided perception that certain drugs may be effective for losing weight, etc.).

According to MESSC's "Survey on Students' Awareness of Stimulants and Other Drugs" carried out in May 1997:

1) As the school grade becomes higher, the knowledge, learning experience, etc., of drugs become greater. On the other hand, sense of guilt and sense of danger toward drug abuse become lower.
2) In general, television and other mass media rank high on the list of information sources for drugs. Classes at school also ranked high among lower and upper secondary school students. There are also many students who wish to learn at school about the danger and harm posed by drugs.

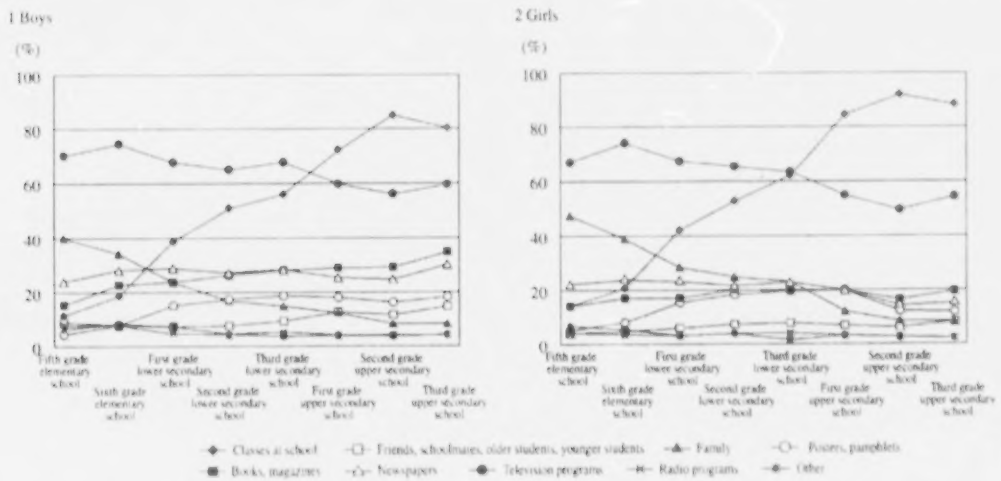
Figure 2-9: Views on Drugs



Note: This study involved approximately 80,000 elementary, lower secondary and upper secondary school students throughout Japan.

Source: MESSC, "Survey on Students' Awareness of Stimulants and Other Drugs" (May 1997).

Figure 2-10: Information Sources for Learning Experiences Regarding Drugs



Source: MESSC, "Survey on Students' Awareness of Stimulants and Other Drugs" (May 1997).

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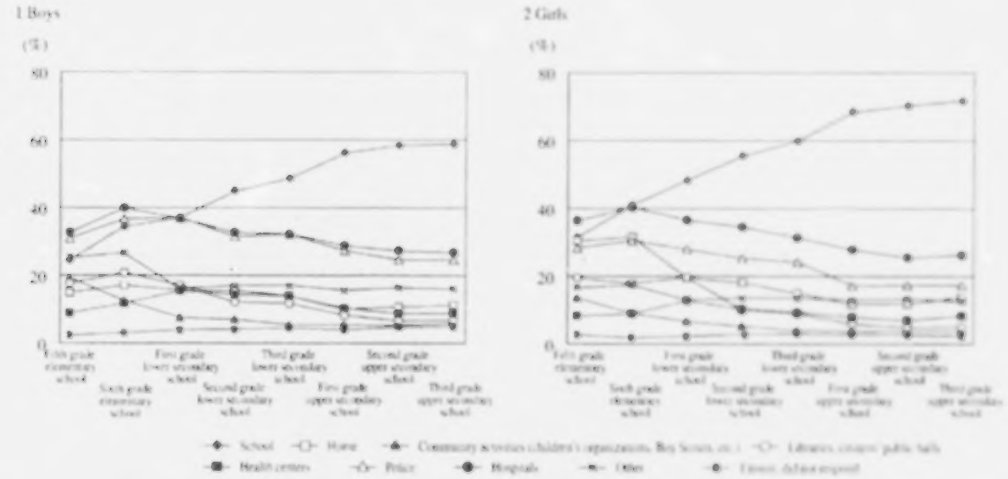
Figure 2-11: Where Students Wish to Learn about the Danger and Harm Posed by Drugs



Source: MESSC, "Survey on Students' Awareness of Stimulants and Other Drugs" (May 1997)

2. Government Efforts to Combat Drug Abuse

In January 1997, the government installed in the Cabinet the Headquarters for the Promotion of Measures to Prevent Drug Abuse, with the Prime Minister as Director, and the Minister of Education, Science, Sports and Culture and other officials as Assistant Directors. This move was made in consideration of the recent increase in crimes involving drug abuse, to ensure close mutual cooperation among the related administrative organs regarding measures to combat drug abuse, and to promote strict control, publicity and education to obtain the people's understanding and cooperation, in addition to other comprehensive and proactive measures regarding drugs.

In April 1997, the Headquarters determined the "Principles of Essential Points Regarding Measures to Prevent Drug Abuse" and determined measures aimed at the problem of drug abuse by young people as emergency measures for FY1997. Measures include 1) drug abuse prevention classes held at all upper secondary schools nationwide, and 2) enhancement of drug abuse prevention education at all lower and upper secondary schools nationwide. In addition, in response to the decision to open the Special Session on International Drug Control of the UN General Assembly to discuss narcotics issues in the forum of the UN, the Headquarters decided to establish a long-term comprehensive plan to promote domestic measures against drug abuse.

Accordingly, in May 1998, the Headquarters adopted the Five-Year Drug Abuse Prevention Strategy in Japan. The Strategy states that Japan will devise emergency measures toward the early termination of the third period of stimulant abuse in Japan, and positively contribute toward solving the global problem of drug abuse. It also sets the following four targets indicating the current state, problem areas and measures related to each target:

(1) To halt drug abuse trends among young people by educating them about its hazards.
(2) To strictly control groups engaged in illicit traffic, which consist of organized crime groups and some foreign undesirables, by implementing effective and efficient action against the increasingly sophisticated sales of illicit drugs.
(3) To interdict smuggling at the border and promote international cooperation, including support for measures in illicit drug production areas.
(4) To support the rehabilitation of drug intoxicated persons and prevent them from relapsing into drug abuse.

The Strategy was explained by Japan's representative to the Special Session on International Drug Control of the UN, which was attended by more than 160 Member States in June 1998.

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Five-Year Drug Abuse Prevention Strategy in Japan
(Extraction of the Section Concerning Measures Aimed at Young People)

Goal 1: To halt drug abuse trends among young people by educating them about its hazards.

Measures

(1) Improving guidance at school for preventing drug abuse (guidance for preventing drug abuse at the primary and secondary school level)

- Revision of Courses of Study
- Thorough guidelines (annual drug abuse prevention class in all junior and senior high schools)
- Educational opportunities for teachers
- Teaching materials for students and guidance materials for teachers
- Holding drug abuse prevention classes (annually)
- Strengthening and improving support for studies about drugs by individual boards of education not only in schools but also in homes and local communities
- Holding of short courses on drug abuse prevention and setting up of consulting contact points for local residents by social educational facilities
- Requesting related groups, such as PTAs, to take an active role

(2) Strengthening the on-the-spot guidance system and obtaining cooperation

- Strengthening the guidance system in close cooperation with organizations
- Improving consulting services by related organizations and local volunteers
- Improving the quality and capabilities of juvenile guidance staff at juvenile guidance centers established by local governments and police volunteers for juveniles
- Strengthening the structure of measures against drug abuse by juveniles, such as providing street guidance
- Continued guidance and group meetings
- Strict control of sources of supply to prevent crimes

(3) Improving measures to prevent re-abuse by juveniles

- Study of guidance techniques, training of instructors
- Development of effective teaching materials
- Improving the counseling system
- Provision of individual guidance to prevent a return to drug abuse
- Cooperation between related organizations such as medical institutions and self-help groups for drug dependent persons
- Joint efforts to expand follow-up services for individual juveniles by staff at related organizations such as the police, child consultation centers, medical institutions, health centers, and boards of education

(4) Improving the consulting system of related organizations

- Distribution of telephone cards with the telephone numbers of the major telephone counseling contact points of local governments to junior high school students throughout the country
- Publication of information on counseling contact points in periodicals for young people and posting of posters
- Further promotion of linkages and cooperation between consulting organizations, for example, by holding liaison meetings aimed at case studies and the exchange of information
- Work to prevent stimulant drug abuse and nationwide organization of councils
- Holding of short courses on preventive education and guidance for volunteers
- Provision of consultations on drug problems at Juvenile Classification Homes by clinical psychology experts

(5) Publicity and education

- Development of more positive publicity and educational activities, including the "No, Absolutely No!" campaign
- Development and enhancement of audiovisual equipment and materials
- Nationwide development of activities involving "drug abuse prevention caravan cars" and "drug abuse prevention PR cars"

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3. Measures by MESSC Based on the Five-Year Drug Abuse Prevention Strategy in Japan

(1) Instruction in School Curricula

Instruction in schools on drug abuse prevention must not only include the teaching of related information to students, but must also be enhanced from the viewpoint of installing in students the basic attitude that drugs should never be abused, nor should the abuse of drugs be forgiven.

MESSC promotes instruction on drug abuse prevention in schools aimed at deepening the understanding of students. Lower secondary school students are taught in Health and Physical Education (health-related areas) that actions such as "smoking, drinking and drug abuse have various mental and physical effects, and can lead to illness." Upper secondary school students are taught about "the influence of smoking, drinking and drug abuse on health and the proper use of medicine" in Health and Physical Education (curriculum health). In addition, due to the increasing number of younger drug abusers, it is becoming important to tailor instruction at elementary schools on drug abuse prevention in accordance with the child's developmental stage, in relation with instruction through Physical Education (health fields) classes on "preventing illness" and leading a "healthy life."

Furthermore, at each school level it is also important to make greater use of educational counseling and other student guidance, and to give positive instruction on drug abuse prevention in Moral Education and Special Activities, from a standpoint which considers respect of oneself as well as of others, observation of social order and customs, and working toward sound mental and physical development and promoting health.

The July 1998 report of the Curriculum Council pointed out 1) Physical Education (health fields) in elementary schools should contain drug abuse prevention, and 2) this content should be stressed in Health and Physical Education (health-related areas) in lower secondary schools. In response, MESSC is making efforts to enhance instruction on drug abuse prevention in its revision to the Courses of Study.

(2) Enhancement of In-Service Training

MESSC has been making efforts to enhance the quality of teachers by incorporating education on drug abuse prevention at central training sessions for health education and safety education instructors, and central training sessions for teachers, as well as by holding central training sessions and prefectural training sessions for nurse teachers since FY1997.

(3) Preparation of Educational Materials for Students and Reference Materials for Teachers

In order to clearly and correctly instruct students about the harm and danger posed by drugs, it is necessary to appropriately utilize educational materials for students and reference materials for teachers prepared by the central and local governments.

With regard to educational materials for students, in FY1996 MESSC prepared a 16mm film for lower and upper secondary school students, which was distributed to audiovisual libraries in each prefecture. In addition, in FY1997, MESSC made pamphlets (one version for lower secondary school students, and one for upper secondary school students) which were distributed to lower and upper secondary schools across Japan, and also produced a video for upper secondary school students which was distributed to upper secondary schools nationwide.

Furthermore, continuing on from FY1997, pamphlets will be newly prepared and distributed in FY1998, and a video for lower secondary school students distributed to lower secondary schools nationwide.

With regard to reference materials for teachers, MESSC prepared and distributed three versions of a *Handbook for Instruction on the Prevention of Smoking, Drinking and Drug Abuse* to elementary, lower and upper secondary schools respectively. In addition, in FY1997, MESSC created and distributed new instructional materials on drug abuse prevention to lower and upper secondary schools.

Educational Materials for Students and Reference Materials for Teachers on Drug Abuse Prevention Prepared by MESSC

(1) Educational materials for students

For lower and upper secondary school students:
Lead a Healthy Life—Say "No!" to Drugs (film)
For lower secondary school students:
Have the Strength to Say "No!" (pamphlet)
For upper secondary school students:
I Will Never *Use Drugs* (pamphlet)
Lost Freedom (video)

(2) Reference materials for teachers

For elementary schools:
Handbook for Instruction on the Prevention of Smoking, Drinking and Drug Abuse (Elementary school version)
For lower secondary schools:
Handbook for Instruction on the Prevention of Smoking, Drinking and Drug Abuse (Lower secondary school version)
Instruction on Drug Abuse Prevention—Instructional Material (Lower secondary school version)
For upper secondary schools:
Handbook for Instruction on the Prevention of Smoking, Drinking and Drug Abuse (Upper secondary school version)
Instruction on Drug Abuse Prevention—Instructional Material (Upper secondary school version)

(4) Promotion of Drug Abuse Prevention Classes

MESSC has guided prefectural boards of education to hold drug abuse prevention classes in cooperation with the National Police Agency and the Ministry of Health and Welfare, employing police staff and retired narcotics officers. Furthermore, along with the Five-Year Drug Abuse Prevention Strategy in Japan, from FY1998, MESSC will make efforts to promote the holding of such classes annually at all lower and upper secondary schools in Japan.

A drug abuse prevention class taught by police staff

(5) Guidance for Prefectural Boards of Education, etc.

One of the problems discovered among the results of the "Survey of Students' Awareness of Drugs" was that children have little awareness of the dangers of drugs. In response to this, MESSC issued notifications to all prefectural boards of education in October 1997 in an attempt to provide more thorough education on the prevention of the abuse of stimulants and other drugs by students.

In addition, in response to the adoption of the Five-Year Drug Abuse Prevention Strategy in Japan, and other measures, MESSC issued further notifications in June 1998 to all prefectural boards of education, including the "Annual Holding of Drug Abuse Prevention Classes in All Lower and Upper Secondary Schools."

(6) Model Projects of Development and Utilization of a Support System for Drug Abuse Prevention Education

MESSC has been implementing model projects since FY1998. These projects involve the organization of committees with prefectural boards of education (education centers, etc.) at the

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center, comprised of police staff, doctors and pharmacists, to carry out practical research on how to develop a support system for education on drug abuse prevention at schools, including developing educational materials for students, preparing reference materials for teachers, and studying how to utilize outside instructors.

(7) Cooperation with PTAs and Youth Organizations

It is important that the problem of drug abuse is tackled not only by schools but also by families and communities working together. From this aspect, MESSC is asking PTAs and youth organizations for cooperation to enhance education on drug abuse prevention from their respective standpoints, and is working together and cooperating closely with these groups.

4. Education on Drug Abuse Prevention in Other Countries

Drug abuse by young people is a problem faced not only by Japan but is also a serious social problem throughout the world. Every nation is in the process of carrying out a variety of measures aimed at drug abuse prevention. School-based education is considered one of the major areas among these measures.

(1) The United States

Drug abuse in the United States has been decreasing in recent years. According to a 1996 study by the National Institute on Drug Abuse, 6.1% of all Americans aged 12 years or older (13 million people) were abusing drugs at that time (had illegally abused drugs within the previous month). The fact that this figure has dropped to roughly half the national record of 14.1% (25 million people) set in 1979 is in large part due to the National Drug Control Strategy, which has been carried out on an annual basis since 1989. Nonetheless, with 34.8% of its citizens aged 12 and over reporting that they have abused drugs in their lives, the United States still is wrestling with a serious drug problem. In particular, the ratio of young people abusing drugs, mainly marijuana, remains high.

The United States Government announced the following five targets for the National Drug Control Strategy for 1998. The first target is the enhancement of education on drug abuse prevention aimed at young people. $1.76 billion (11%) of the nearly $16 billion annual drug-related budget is devoted to education on drug abuse prevention.

Goal 1: Educate and enable the youth of the United States to reject illegal drugs as well as alcohol and tobacco.

Goal 2: Increase the safety of the citizens of the United States by substantially reducing drug-related crime and violence.

Goal 3: Reduce health and social costs to the public of illegal drug use.

Goal 4: Shield the air, land and sea frontiers of the United States from the drug threat.

Goal 5: Break foreign and domestic sources of drug supply.

In the United States, each state, county, city and other local government adopts its own drug abuse prevention education program which is carried out at local schools. Although there are currently 46 drug abuse prevention education programs being carried out at the national level, these are being developed by a wide variety of organizations, including universities, police-related organizations, private health education organizations and groups organized by parents and guardians. Since there is no uniform program, the United States Department of Education is developing the basic policy for drug abuse prevention education by designating "Learning to Live Drug Free" as a model drug education program in schools. "Learning to Live Drug Free" aims not only to have children accumulate knowledge and awareness of drugs geared toward their stage of growth and development, but also to help children develop life skills to include self-esteem, the maintenance of good relationships with other people, stress management, the development of decision-making skills and the learning of methods for resisting the temptation of drug abuse. The curriculum is split into four parts: kindergarten to third grade (ages 5–8), fourth grade to sixth grade (ages 9–11), seventh and eighth grades (ages 12 and 13), and ninth grade to twelfth grade (ages 14–17). Course materials are not only covered by health, science and other courses which directly cover drugs, but also by

language, mathematics, performing arts and other subjects. Each year, the Department of Education also recognizes several schools as "Drug-Free Schools" as part of its effort to promote education on drug abuse prevention.

In the United States, various types of large-scale epidemiology studies are carried out almost annually in order to grasp the real state of drug abuse. The results of these studies are provided as basic materials for developing curricula for education on drug abuse prevention. In addition, these studies are considered as evaluation systems for monitoring the effectiveness of drug abuse prevention education at schools. Representative of these studies is the latest report, "Monitoring the Future," which reveals that drug (mainly marijuana) abuse by eighth to twelfth graders (14- to 18-year-olds), which had been continually increasing since 1992, leveled off in 1997. The report also states that this year, children's awareness of the danger of drug abuse as well as negative attitudes toward drug abuse—two factors which are indicators that predict the spread of drug abuse—had increased for the first time in several years. These results indicate that the United States' efforts at drug abuse prevention education is bearing some fruit.

(2) The United Kingdom

In recent years, the United Kingdom has seen younger drug abusers and diversification of abuse. Furthermore, the spread of drug abuse is exceeding sexual, racial and social categories. In response to these problems, in 1995 the British Government devised new comprehensive measures aimed at drug abuse prevention expressed in a white paper entitled *Tackling Drugs Together*. These comprehensive measures are focused on crime, and youth and public health. In particular, the measures are aimed at preventing drug abuse by educating young people and by improving the social environment in which at present it is easy to obtain illegal drugs.

In response to the suggestions made in the white paper, in May 1995 the Department of Education and Employment prepared a handbook for instructing drug abuse prevention at schools. Two items considered important in this handbook are accurate new information regarding drugs and health, and learning opportunities aimed at improving communication, decision-making and other aspects of children's life skills, and raising self-esteem.

Education on drug abuse prevention is covered mainly in Science classes, but is also handled in English, Religion, Design and Technology, Sociology and Physical Education classes. The British compulsory education system divides school years into four Key Stages (KS), each of which is aimed at a particular stage of development and establishes curricula and content accordingly. The main contents of drug abuse prevention education for KS1 (ages 5-7), KS2 (age 7-11), KS3 (ages 11-14) and KS4 (ages 14-16) are shown in Table 2-1.

Table 2-1: Main Contents of Drug Abuse Prevention Education in the United Kingdom

Key stage	Drug education in Science classes
KS 1	• The role of drugs as medicines
KS 2	• Alcohol, tobacco and other drugs can have harmful effects
KS 3	• How the misuse of alcohol, solvents and other drugs affect health • How inoculations and medicines strengthen the body's resistance • How tobacco affects the lungs and other respiratory organs
KS 4	• The effects of tobacco, alcohol, solvents and other drugs on body functions

Key stage	Drug-related subjects which can be taught in English classes
From KS 1 to KS 4	• Drug-related issues in literary works • Improvement of communication skills • Improvement of life skills through role-playing

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Key stage	Drug-related subjects which can be taught in Religion classes
From KS 1 to KS 4	• Moral issues of drug abuse • Improvement of the ability of students to express their thoughts clearly • Actions and their consequences (at the personal, social and moral level)

Key stage	Drug-related subjects which can be taught in Design and Technology classes
From KS 1 to KS 4	• Understanding safety, harmful effects and dangers of organic solvents, etc. • Acquiring information for investigating the danger of unfamiliar substances • Taking responsibility for one's actions and their consequences

Key stage	Drug-related subjects which can be taught in Physical Education classes
From KS 1 to KS 4	• Positive attitude toward health • Safety

(3) France

Drug abuse by young people is also on the increase in France. Recently the abuse of amphetamines and other new drugs has increased dramatically, in addition to marijuana, inhalants (such as organic solvents and glue) and other conventionally abused drugs. A 1993 study by the French Institute of Health and Medical Research revealed that the abuse of illegal drugs by young people is closely related to tobacco and alcohol use.

In 1980, a Committee on Drug Abuse Prevention was formed in the French Cabinet, with the Prime Minister as Chair and all Cabinet ministers as members. Since then, government ministries have been working together to draft and carry out measures to prevent drug abuse. The three main areas behind these measures are: 1) cracking down on illegal drugs (reducing the supply of drugs), 2) preventing drug abuse (reducing the demand for drugs through preventive education), and 3) medical treatment of drug dependency.

Drug abuse prevention education at schools falls mainly under area 2) above. In response to the results of the study by the French Institute of Health and Medical Research, the establishment of a comprehensive prevention program for all abuse is being advanced based on the understanding that drug abuse is considered a danger for young people alongside smoking and drinking alcohol.

Drug abuse prevention education is aimed mainly at lower and upper secondary school students. The Ministry of National Education determines the outlines of drug abuse prevention education curricula, and also holds national training sessions concerning drug abuse prevention aimed at teachers and contributors outside of schools (nurses, police officers, etc.), as well as lectures at schools by instructors on drug abuse prevention education.

Specific drug abuse prevention education curricula are put together by each school and are instructed mainly through Physical Education, Biology, Civics and other classes, and also during free discussion time. Instruction is sometimes made through team teaching—instruction by more than one teacher. There is no set number of hours required for drug abuse prevention education. Since this decision is left to each school's discretion, some schools which have not been designated by the Ministry of National Education as "a school promoting drug abuse prevention education" are not necessarily tackling this subject positively. It has been pointed out that behind this problem is concern on the part of these schools that promoting drug abuse prevention education will leave themselves open to the opinion that their school has a drug abuse problem.

SECTION 4: ENHANCEMENT OF SEXUAL EDUCATION AND AIDS EDUCATION

1. Current State of Admonishment by Police Concerning Sexually Deviant Behavior

In 1997, according to the National Police Agency (NPA), 1,257 lower secondary school, 2,040 upper secondary school female students, and a total of 3,402 female students were given admonishment by police concerning sexually deviant behavior. Compared to the previous year, the total number of female students has decreased by 8.7%, a 2.4% decrease in lower secondary schools and a 4.3% decrease in upper secondary schools (see Table 2-2).

Table 2-2: Female Students Respective of Grade and Employment Status Who Have Received Admonishment by Police Concerning Sexually Deviant Behavior

Classification	Total	Students					Employed youths	Unemployed youths
		Subtotal	Lower secondary school students	Upper secondary school students	University students	Other students		
1996	5,378	3,558	1,288	2,131	13	126	398	1,422
Composition ratio	100.0	66.2	23.9	39.6	0.2	2.3	7.4	26.4
1997	4,912	3,402	1,257	2,040	14	91	310	1,200
Composition ratio	100.0	69.3	25.6	41.5	0.3	1.9	6.3	24.4
Increase/ decrease	▲ 466	▲ 156	▲ 31	▲ 91	1	▲ 35	▲ 88	▲ 222
Increase/ decrease (%)	▲ 8.7	▲ 4.4	▲ 2.4	▲ 4.3	7.7	▲ 27.8	▲ 22.1	▲ 15.6

Source: NPA.

2. Enhancement of Sexual Education

Sexual education in schools aims to improve students' understanding of scientific knowledge concerning sex, in accordance with their stage of development, alongside the moral guidance of respect for other human beings and promotion of the appropriate attitude toward the opposite sex and sexual acts. Sexual education is conducted through the following curricula: Health and Physical Education, Home Economics and Industrial Arts, Moral Education and Special Activities.

It is essential to pay attention to the following in the promotion of sexual education in school: 1) that the instruction is in line with the students' stage of development, 2) that the instruction is educationally valuable, and 3) that the instruction is understood in the family and the community.

In order to promote sexual education, it is necessary to enhance instruction materials and in-service training. Various measures are being taken, such as creating reference materials for teachers and having sexual education teacher training programs for teachers for health educators and nurse teachers.

In addition, the July 1998 report of the Curriculum Council indicated the necessity to emphasize education on physical development in the subjects of Physical Education (health fields) at elementary schools, and Health and Physical Education (health-related areas) at lower secondary schools. Accordingly, MESSC will enhance sexual education by revising its Courses of Study.

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3. Enhancement of AIDS Education

In recent years, the AIDS virus has become a serious social problem as AIDS cases increase drastically in every country around the world. In Japan, not only has the number of infected and patients increased, but AIDS has been spreading among the younger generation, especially among those in their twenties, and it has become a matter of urgency to take preventative measures against the future rapid spread of the virus.

AIDS education is being conducted in schools through courses in Health and Physical Education, Moral Education and Special Activities. It aims to provide students with the capability to protect themselves against AIDS by teaching the basic facts concerning the virus—routes of infection, prevention methods and other necessary knowledge, as well as to foster respect of human rights by removing misunderstandings and prejudices against AIDS.

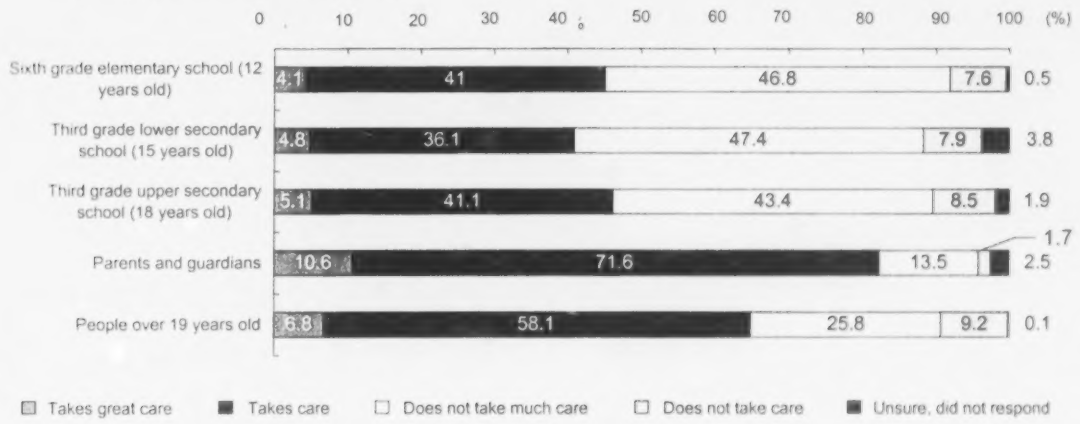
In order to promote AIDS education, it is essential to enhance teaching materials, references for instruction and training programs for teachers, and also to establish systems for gathering and providing information. Specifically, the following measures are being promoted to enhance AIDS education: 1) creation of teaching materials for elementary, lower and upper secondary school students, 2) training programs directed towards school nurses, 3) practical research for promoting AIDS education in the community, 4) establishment of information networks concerning AIDS education.

SECTION 5: ENHANCEMENT OF FOOD-RELATED INSTRUCTION

1. Students' Eating Habits

According to the "Survey on Health and Sports," while over 80% of parents and guardians answered that they take care of their students' diet for health purposes, only 40 to 50% of sixth grade elementary school students, third grade lower secondary school students and third grade upper secondary school students answered that they take care of their own diet for health purposes (see Figure 2-12).

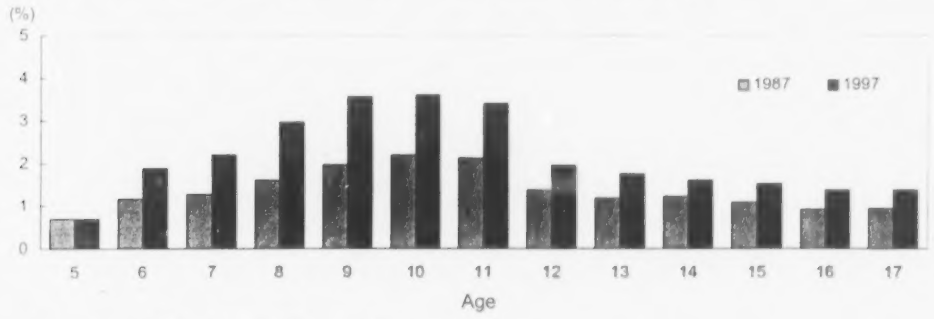
Figure 2-12: Degree to Which Individuals Are Taking Care of Their Diet for Health Purposes (Students and Citizens) and Are Taking Care of Their Children's Diet for Health Purposes (Parents and Guardians)


0 10 20 30 40 50 60 70 80 90 100 (%)
Sixth grade elementary school (12 years old)
4.1 41 46.8 7.6 0.5
Third grade lower secondary school (15 years old)
4.8 36.1 47.4 7.9 3.8
Third grade upper secondary school (18 years old)
5.1 41.1 43.4 8.5 1.9
Parents and guardians
10.6 71.6 13.5 1.7 2.5
People over 19 years old
6.8 58.1 25.8 9.2 0.1
Takes great care
Takes care
Does not take much care
Does not take care
Unsure, did not respond

Note: The numbers have been rounded up and therefore may not add up to 100%.
Source: MESSC, "Survey on Health and Sports" (FY1998).

According to the MESSC "School Health Survey" conducted in FY1997, the percentage of students aged six and over who "tend to be obese" (students who have been determined to be obese by their school doctor) has increased since 1987, and concerns about future life-style-related diseases have deepened (See Figure 2-13).

Figure 2-13: Percentage of People Who Tend to be Obese, by Age



Source: MESSC, "School Health Survey."

2. Enhancement of Food-Related Instruction

(1) Instruction in Subjects and Other Areas

Against a background of an increase in mental health problems among students in recent years, food-related health problems are also being indicated, such as the increasing number of students who do not eat breakfast and imbalanced intake of nutrients—lack of calcium and overabundance of fatty foods. As also indicated in the September 1997 report of the Health and Physical Education Council, it is believed that food-related instruction plays an extremely important role as part of health education, which cultivates the foundation of lifelong mental and physical health.

Food-related instruction is a part of health education carried out through school activities, and it is essential not only to teach food-related awareness to children but also to develop a practical attitude toward combining this awareness with desirable eating habits.

Schools include school lunch instruction in Special Activities. They also conduct food-related instruction, such as instruction aimed at deepening the understanding of students toward: 1) "The necessity to lead a life where exercise, rest, sleep and diet are all well-balanced with each other for promoting health," in elementary school Physical Education (health fields), 2) "The ability to promote health by balancing the quantity and quality of nutrition in one's diet in accordance with age and physical activities," in lower secondary school Health and Physical Education (health-related areas), and 3) "The importance of appropriate diet, exercise and rest in order to promote health" in upper secondary school Health and Physical Education (curriculum health).

The July 1998 report of the Curriculum Council indicated the necessity to respond to the problems of irregular lifestyle habits, including eating habits and the problems of lifestyle-related diseases.

In response to this report, MESSC will make revisions to Courses of Study and will enhance food-related instruction through classes such as Health and Physical Education, Home Economics and Industrial Arts and Special Activities.

(2) The Promotion of Model Projects

In order to conduct food-related instruction more efficiently, schools should coordinate subjects and positively cooperate with the household and the community. For this purpose MESSC, since FY1994, has been implementing model projects to conduct practical research into the creation of a system for promoting food-related instruction, and into cooperation between the household and the community.

Since FY1996, based on the results from the model projects, "Surveys and Research for Developing a Curriculum in Nutritional Education" have been implemented as a guideline for teachers and school nutritionists to address food-related instruction. The FY1998 supplementary budget allowed for the revenue necessary for equipping school kitchens and other areas with computers, and for conducting research to reflect the practical results of this in the development of a nutritional education curriculum.

In addition, in the new school term of FY1998, a Week to Cultivate an Appreciation for School Lunches targeted at lower secondary schools was carried out, and various projects were implemented using school lunches to cultivate sympathy and rich hearts among students.

(3) Thorough Enhancement of Food-Related Instruction

Due to an amendment of the Education Personnel Certification Law, MESSC was able to take advantage of the expansion of target subjects and simplification of procedures for special part-time teachers. In June 1998, MESSC instructed each prefectural board of education to carry out more effective instruction by using the positive participation and cooperation in school classes of school nutritionists—food-related experts, as independently deemed necessary by schools. Some specific methods for doing this include the development of team teaching by a school teacher and a nutritionist, and lectures on "food" given by nutritionists acting as special part-time teachers.

(4) Improving the Quality of School Nutritionists

In recent years, in line with the increase in food-related issues and the student health problems which are caused by them, the enhancement of food-related instruction as part of health education is growing in importance. Indeed, not only must school nutritionists use their specialized knowledge and techniques to provide safe school lunches abundant in nutrients, but they are also expected to actively cooperate and participate in class instruction and school lunch-related instruction.

For this purpose, great efforts have been made to improve the quality of school nutritionists. Since FY1997, MESSC has expanded the number of days of induction training for newly employed nutritionists from nine to 27, and has implemented new in-service training for nutritionists who already have five, ten or 20 years' experience.

3. Enhancement of School Lunches

(1) The Current State of School Lunches

School lunches have great educational importance in promoting sound mental and physical development in students, because they provide students with the opportunity to form correct eating habits by providing well-nourished balanced meals, and to cultivate communication between teachers and children and friendly relations among children themselves. The number of kindergarteners and students nationwide receiving school lunches as of May 1997 was 11,640,000 (see Table 2-3).

Table 2-3: Percentage of School Lunches (Number and Percentage of Students Covered)

(As of 1 May 1997)

Classification	Percentage implemented (Number and percentage of children covered)			
	Total	Complete meal	Complementary meal	Supplementary milk
Elementary school	99.4% (7,810,000 students)	98.4%	0.3%	0.6%
Lower secondary school	82.1% (3,680,000 students)	65.6%	0.5%	16.0%
Subtotal	93.1% (11,490,000 students)	86.5%	0.4%	6.0%
Special education schools	87.3% (80,000 students)	85.3%	0.0%	1.9%
Evening course upper secondary schools	83.1% (70,000 students)	59.3%	23.8%	0.0%
Total	93.0% (11,640,000 students)	86.3%	0.5%	6.1%

Note: Complete meal—contents of meals are bread or rice, milk and side-dishes; Complementary meal—meals other than complete meal that have milk and side-dishes; Supplementary milk—only milk.

Source: MESSC

(2) Rice Lunches

Rice lunches have educational significance as a means to correctly acquire appropriate Japanese dietary customs and to deepen understanding of Japanese agriculture. They were implemented an average of 2.7 times a week in FY1997.

(3) The Diversification of Lunch Contents

Lunch contents and cooking methods have been diversified in each school by the addition of local food or the food of sister cities to the menu, and by having buffet-style lunches in which students consider suitable nutrients for their own body

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and choose their own balanced meal. In addition, the establishment and enhancement of school lunch services are being promoted, for example, the use of food equipment suited to meal content and the establishment of school canteens and lunch rooms.

(4) Enhancement of the Hygiene Management System for School Lunches

In FY1997, although there were no cases of the *Escherichia coli* (*E. coli*) 0157 that had caused great harm to students in school lunches in FY1996, approximately 3,800 students were infected with salmonella across ten prefectures.

In consideration of incidents of food poisoning, providers of school lunches were required to make periodic investigations related to hygiene management of school lunch facilities nationwide during the summer term of 1997, and to enforce thorough hygiene management.

In addition, specialists were sent to school kitchens in which there had been incidents of food poisoning in FY1997, and conducted on the spot inspections into the cooking and other methods of food preparation which may have caused the incidents of food poisoning.

The report of the on the spot inspections indicated the following similarities among the schools that had experienced food poisoning: 1) lack of awareness for secondary contamination, 2) an inadequate hygiene management system, and 3) inappropriate washing and disinfection methods. The following points have been proposed for future countermeasures: 1) instilling greater awareness in the school principal and school kitchen supervisor, 2) enhancing training of those responsible for hygiene management, and 3) instilling greater awareness in school kitchen workers by making examinations of the surfaces and equipment used in school kitchens and of the hands of kitchen workers, and cultivating and verifying the bacteria found on them.

In addition, the September 1997 report of the Health and Physical Education Council indicated the necessity of establishing systems to enable specialists to make inspections and to give specific instruction and advice on the hygiene management of cooking and other food preparation methods.

School lunch (outside)

For this purpose, in FY1998, from a perspective of improving hygiene management, the continuing enhancement of improving facilities, such as the dry-systemization of school lunch facilities, and the enhancement of training for school nutritionists will be implemented. In addition to the designation of special research areas for the advancement of hygiene management and training for school kitchens employees, a new project will involve supplying specialists in hygiene management to school kitchens in order to give instruction on how to recognize problems and methods for improvement, in such areas as equipping facilities and cooking methods.

SECTION 6: THE ENHANCEMENT OF SCHOOL SAFETY

1. Current State of Disaster and Accidents Involving Students

Many people, including children, lost their lives during the Great Hanshin-Awaji Earthquake in January 1995, and this severe natural disaster left the country with the huge task of questioning the role of schools during calamities, disaster prevention systems for schools and boards of education, and disaster preventative and earthquake-proof school facilities and disaster prevention education (education concerning safety during disasters).

In recent years the traffic environment is in such a severe condition that it could even be called the "second traffic war." Although the number of deaths nationwide due to traffic accidents in 1997 was lower than 10,000 for the second consecutive year, the number of traffic accidents and the number of people injured in accidents have both increased, making the situation as severe as ever.

Traffic conditions are also serious for students, although the number of student deaths caused by traffic accidents has slightly decreased. In 1997, 102 elementary school, 51 lower secondary school and 309 upper secondary school students were killed in traffic accidents (see Table 2-4).

Table 2-4: Student Mortality by School Level

(unit: people)

Classification	1989	1990	1991	1992	1993	1994	1995	1996	1997
Kindergarten children	104	106	93	86	88	57	57	42	41
Elementary school students	204	183	171	170	133	151	146	128	102
Lower secondary school students	94	88	72	79	59	74	50	59	51
Upper secondary school students	556	540	483	495	391	363	363	308	309
Students (subtotal)	958	917	819	830	671	645	616	537	503
Total number of deaths	11,086	11,227	11,105	11,451	10,942	10,649	10,679	9,942	9,640
Rate of student mortality	8.6%	8.2%	7.4%	7.2%	6.1%	6.1%	5.8%	5.4%	5.2%

Source: NPA

2. Enhancement of Disaster Prevention Education

MESSC inaugurated a "Consultative Committee for Research and Surveys Regarding the Enhancement of Disaster Prevention in Schools" in June 1995, in order to carry out study and research for measures to enhance the role of schools during major earthquakes and other disasters, and disaster prevention systems and disaster prevention education for schools and boards of education. The following proposals of the meeting were made in the first report in November 1995: 1) measures to ensure student safety, 2) the enhancement of disaster prevention education, 3) the establishment of school facilities in response to the role of schools during disasters, 4) the enhancement of information and communication systems during disasters, 5) the role of teachers during disasters, and 6) action taken towards the resumption of school activities.

In addition, detailed investigations were made

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and the following were presented in the second report in September 1996: 1) guidelines for projects concerning disaster prevention in schools, 2) guidelines for the enhancement of disaster prevention education, and 3) guidelines for teacher manuals for the safety of students. In this report, the following were proposed concerning disaster prevention education: 1) organization of contents of instruction for disaster prevention education, 2) creation of instruction plans, 3) creation and use of supplemental textbooks and audiovisual teaching materials, 4) promotion of disaster prevention education in the community, and 5) implementation of teacher training.

In response to these reports, MESSC held disaster prevention education and training seminars concerning mental health in relation to disasters. It also produced educational films on disaster prevention for kindergartens, elementary, lower and upper secondary schools respectively, as works designated by MESSC as teaching materials, and distributed the films to audiovisual libraries in each prefecture.

In FY1997, disaster prevention reference material for teachers and disaster prevention educational materials (pamphlets) for upper secondary school students were prepared and distributed to all upper secondary schools. In FY1998, disaster prevention educational materials (pamphlets) for lower secondary school students will be prepared and distributed to lower secondary schools.

In addition, the July 1998 report of the Curriculum Council indicated that the ensuring of safety in case of a natural disaster should be emphasized in Health and Physical Education classes (health-related areas) in lower secondary schools, and Courses of Study will be revised to enhance disaster prevention education.

Disaster prevention training using an earthquake simulation vehicle

Teaching Materials and Reference Materials Created by MESSC for Disaster Prevention Education

Reference material	"*Developing Disaster Prevention Education to Cultivate a 'Zest for Living'*"
Kindergarten teaching material	Film "*The Story of Roro and Momo's Earthquake and Fire*"
Elementary school teaching material	Film "*Earthquake!! What Will You Do?*"
Lower and upper secondary school teaching material	Film "*Earthquake!! What You Can Do?*"
Teaching material for upper secondary school students	Pamphlet "*Let's Think about Disaster Prevention*"

3. Enhancement of Traffic Safety Education

Traffic safety education is being enhanced in Health and Physical Education classes in schools, based on respect for human life. In addition, MESSC is conducting central training seminars for traffic safety instructors, prefectural training seminars, and first aid training. Furthermore, since FY1994, from a perspective of enhancing traffic safety including practical instruction for motorcycles, MESSC has been conducting practical research specifically in upper secondary schools on the following: 1) special characteristics of motorcycles and acquiring the necessary knowledge and skills for driving, 2) acquiring first aid skills for use in the event of an accident and the steps that should be taken post-accidents, 3) instructional planning in cooperation with all areas of school educational activities such as individual subjects and Special Activities, and modalities for the specific instruction of these plans, and 4) modalities for cooperation with schools, households and communities (the police, driving schools and other related organizations) for the purpose of developing a desired attitude toward the skills necessary for driving a motorcycle and traffic safety.

CHAPTER 3

TOWARD THE REALIZATION OF LIFELONG PARTICIPATION IN SPORTS

Model for the development of comprehensive community sports clubs

As shown in Chapter 1, there is a need to enhance measures related to the promotion of sports in order to make lifelong participation in sports a reality. This needs to be carried out in accordance with the myriad changes in modern society based on the diverse significance of sports.

This chapter first touches on the stamina and ability to exercise of Japanese people today, and their interest in sports in response to changes in society. It then examines the ideal orientation of physical education at schools and sports environments at the community level that form the basis of lifelong participation in sports.

SECTION 1: STAMINA AND ABILITY TO EXERCISE OF JAPANESE PEOPLE AND THEIR INTEREST IN SPORTS

1. Stamina and Ability to Exercise of Students and Their Interest in Sports

(1) Students' Stamina and Ability to Exercise

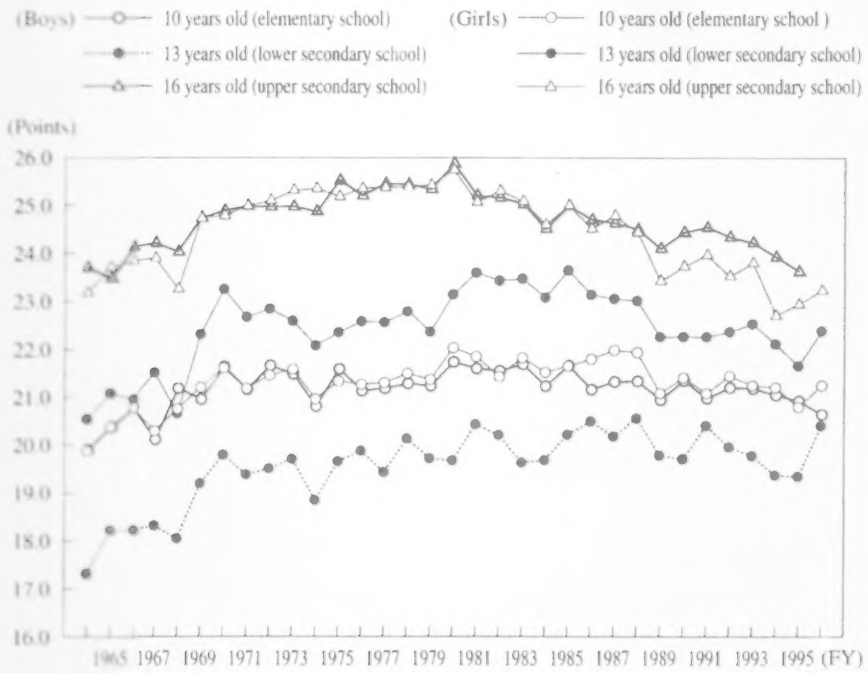
In recent years, the basic stamina and ability to exercise of students has been on a long-term downward trend as the opportunities and spaces for physical activity in daily life diminish.

The findings of the Sports Test conducted by MESSC reveal that the stamina and ability to exercise of students, while improving from around 1965 to 1975, and staying unchanged from 1975 to 1985, have deteriorated in varying degrees in almost all school grades since then (see Figures 3-1, 3-2).

According to the "Opinion Survey on Stamina and Sports" conducted by the Prime Minister's Office in October 1997, 74.2% of the respondents felt that today's children did not get enough exercise. As for the reasons, many cited that today's children "spend a lot of time watching television and playing games instead of playing outside" or that they "do not have any time because they are busy studying and going to *juku* (cram schools) and private lessons" (see Figures 3-3, 3-4).

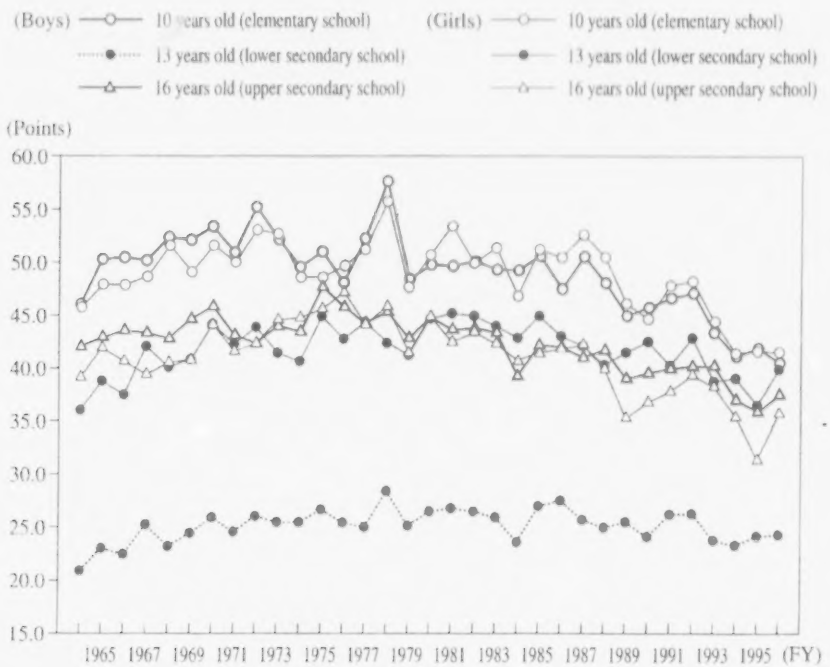
At the same time, it was also found that there was a widening gap between students who were interested and actively participating in sports and those who were not.

Figure 3-1: Annual Change in Total Points on Stamina Test



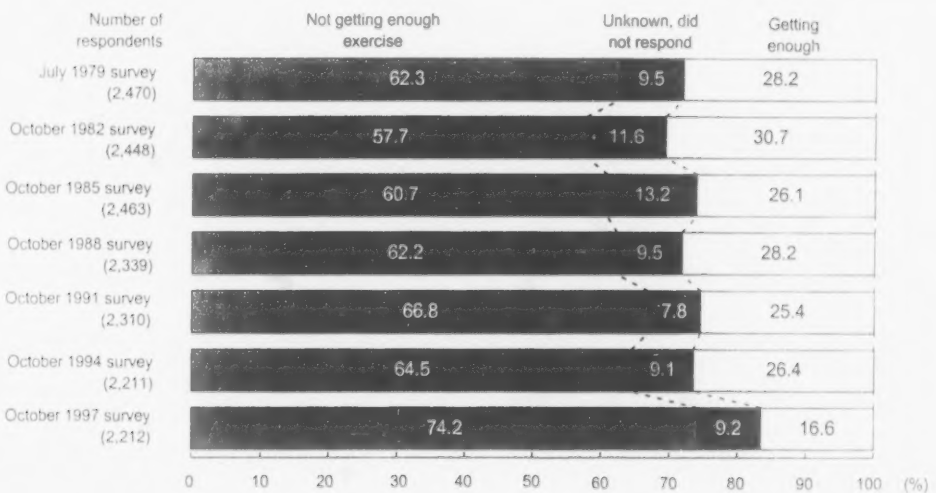
Source: MESSC, "Stamina and Ability to Exercise Survey."

Figure 3-2: Annual Change in Total Points on Ability to Exercise Test



Source: MESSC, "Stamina and Ability to Exercise Survey."

Figure 3-3: Do Today's Children Get Enough Exercise?


Number of respondents
Not getting enough exercise
Unknown, did not respond
Getting enough
July 1979 survey (2,470) 62.3 9.5 28.2
October 1982 survey (2,448) 57.7 11.6 30.7
October 1985 survey (2,463) 60.7 13.2 26.1
October 1988 survey (2,339) 62.2 9.5 28.2
October 1991 survey (2,310) 66.8 7.8 25.4
October 1994 survey (2,211) 64.5 9.1 26.4
October 1997 survey (2,212) 74.2 9.2 16.6
0 10 20 30 40 50 60 70 80 90 100 (%)

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

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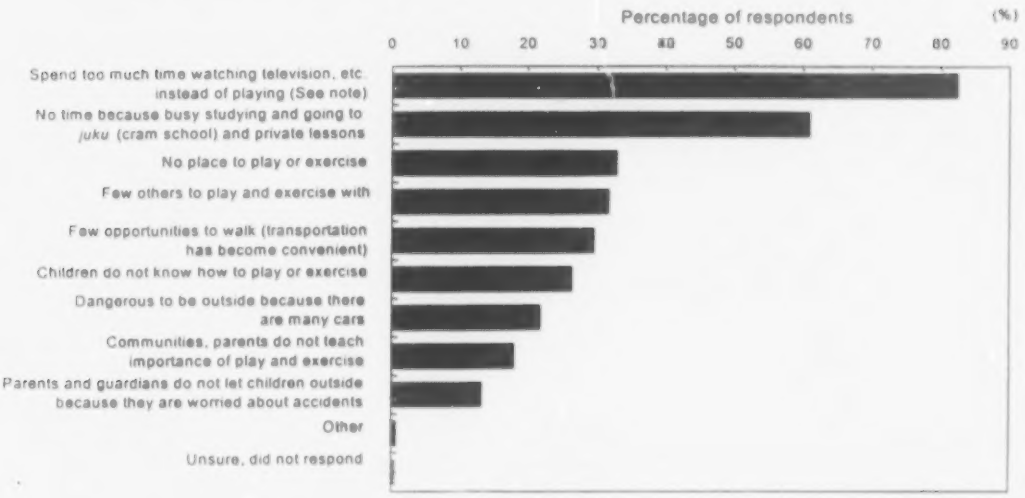
Figure 3-4: Reasons Why Today's Children Do Not Get Enough Exercise


Percentage of respondents
(%)
0
10
20
30
40
50
60
70
80
90
Spend too much time watching television, etc. instead of playing (See note)
No time because busy studying and going to *juku* (cram school) and private lessons
No place to play or exercise
Few others to play and exercise with
Few opportunities to walk (transportation has become convenient)
Children do not know how to play or exercise
Dangerous to be outside because there are many cars
Communities, parents do not teach importance of play and exercise
Parents and guardians do not let children outside because they are worried about accidents
Other
Unsure, did not respond

(Multiple responses)

Note: Spend too much time watching television and playing games instead of playing outside.

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

By comparing the stamina and ability to exercise of students by differences in the amount of exercise they get daily according to the findings of the Sports Test, it is clear that students who exercised almost everyday scored higher than students who did not exercise (see Figure 3-5).

According to the findings of the MESSC "Survey on Health and Sports," students who belonged to extracurricular sports clubs or community sports clubs were more likely to have confidence in their stamina than students who did not, showing that daily exercise marked the differences in stamina and the ability to exercise (see Table 3-1).

Table 3-1: Children's Membership in Extracurricular Sports Clubs and Community Sports Clubs, and Confidence in Their Stamina Levels

	Sixth grade elementary school (12 years old)					
	Total	Confident	Average	Unconfident	Undecided	Unsure, did not respond
Total	100.0	21.2	52.3	12.7	13.7	0.1
Currently belong	100.0	29.1	51.3	8.6	10.9	0.1
Used to belong, but not anymore	100.0	14.9	54.2	17.2	13.7	0.0
Have never belonged	100.0	9.9	53.0	17.2	20.0	0.0
Unsure, did not respond	100.0	9.1	54.5	27.3	4.5	4.5

	Third grade lower secondary school (15 years old)					
	Total	Confident	Average	Unconfident	Undecided	Unsure, did not respond
Total	100.0	14.9	54.0	21.8	7.6	1.8
Currently belong	100.0	19.6	58.2	14.7	5.9	1.6
Used to belong, but not anymore	100.0	6.5	43.5	38.7	10.4	0.9
Have never belonged	100.0	3.2	46.2	36.0	13.4	1.1
Unsure, did not respond	100.0	3.1	50.0	25.0	3.1	18.8

	Third grade upper secondary school (18 years old)					
	Total	Confident	Average	Unconfident	Undecided	Unsure, did not respond
Total	100.0	14.8	52.5	26.2	6.1	0.3
Currently belong	100.0	30.8	53.8	12.2	2.3	0.9
Used to belong, but not anymore	100.0	7.7	51.4	34.1	6.8	0.0
Have never belonged	100.0	3.1	52.5	35.0	9.4	0.0
Unsure, did not respond	100.0	10.0	50.0	25.0	15.0	0.0

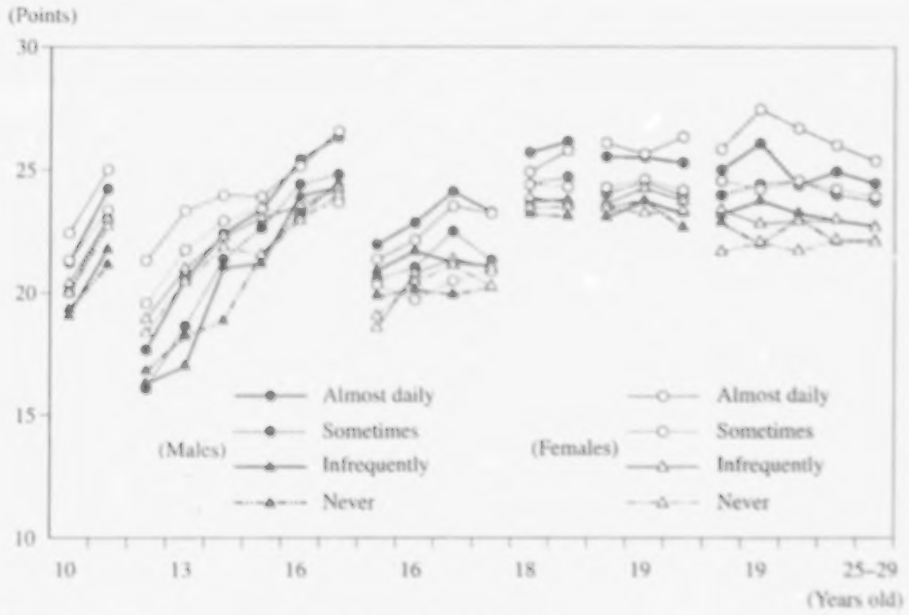
Source: MESSC, "Survey on Health and Sports" (FY1998).

(2) The Interest of Students in Sports

Students who were asked which were their favorite subjects in school ranked Health and Physical Education at the top of their lists, likely because it provides a special opportunity for students to move their bodies (see Figure 3-6).

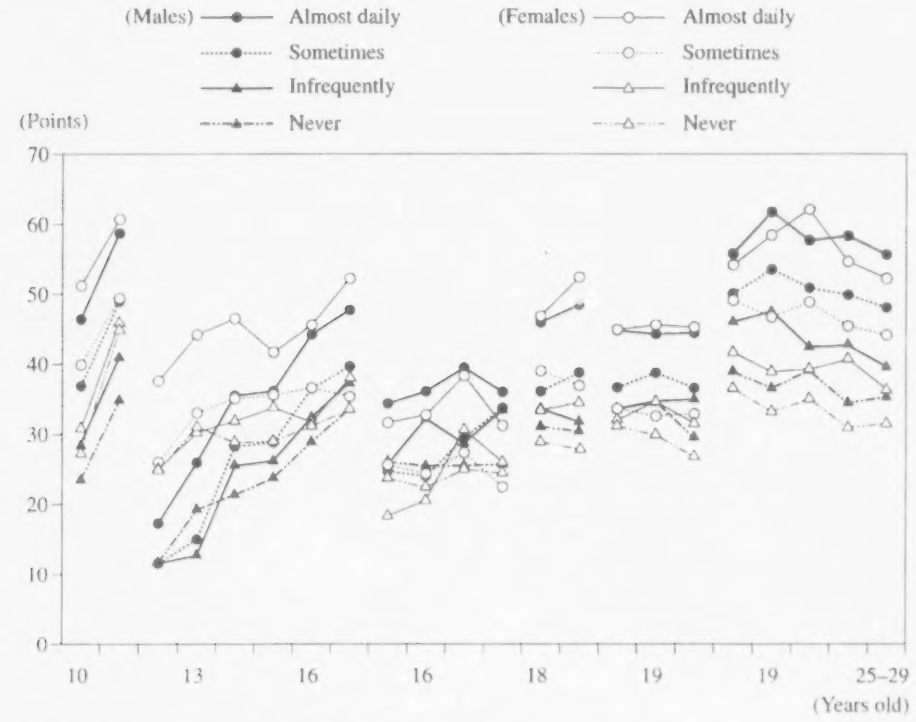
For the reasons as to why they took part in sports, many students responded "to promote health and stamina," reflecting the health consciousness of students who exercise and the parents and guardians who encourage them to do so. Many also said "because exercise is fun" and "to be with friends." It is notable that many lower and upper secondary school students said "to reduce stress" (see Figure 3-7).

Figure 3-5 (1): Points on Stamina Tests According to Frequency of Exercise and Sports Activity



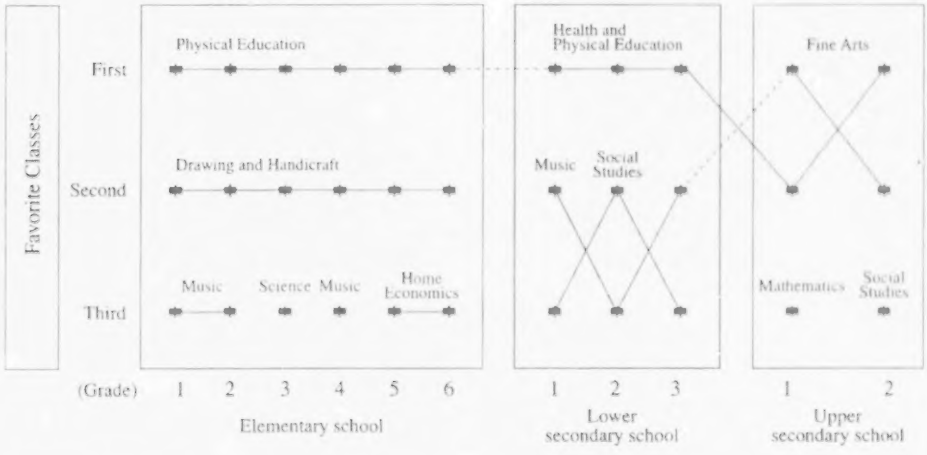
Source: MESSC, "Stamina and Ability to Exercise Survey" (FY1996).

Figure 3-5 (2): Points on Ability to Exercise Tests According to Frequency of Exercise and Sports Activity



Source: MESSC, "Stamina and Ability to Exercise Survey" (FY1996).

Figure 3-6: Favorite Classes



Source: National Institute for Educational Research, "Study on Student Attitude toward Science and Mathematics" (1996).

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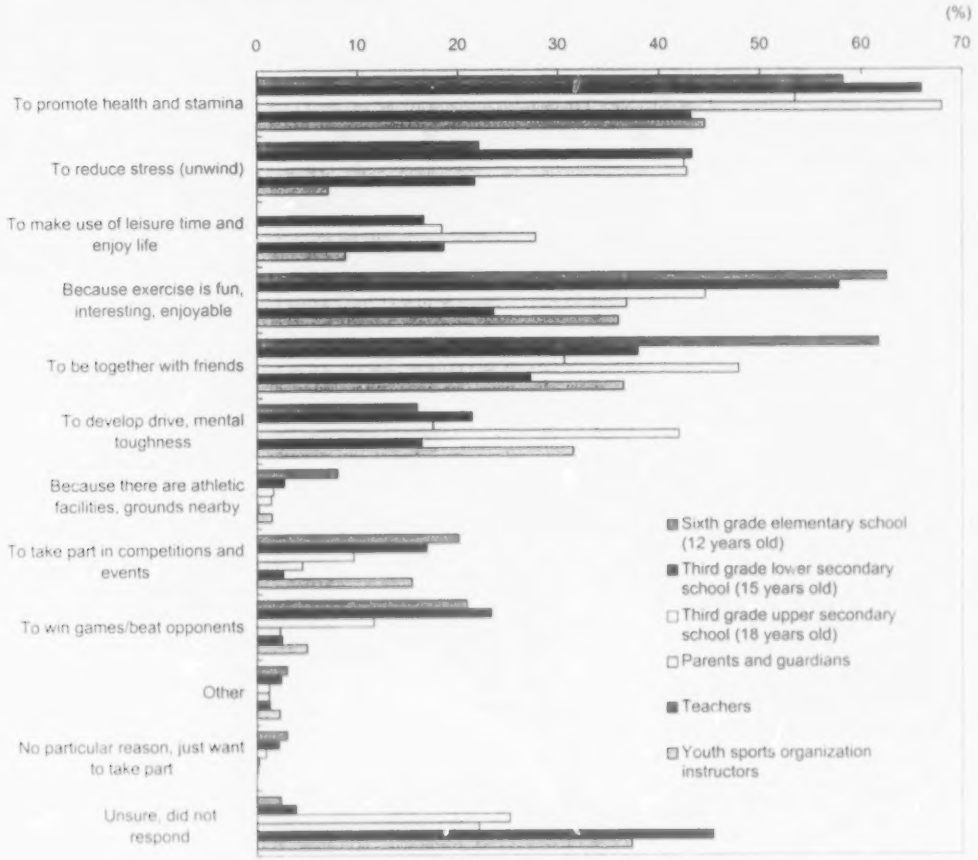
Figure 3-7: Reasons for Wanting to Take Part in Sports and Recreation (Students)
Reasons for Wanting Students to Take Part in Sports and Recreation (Parents and Guardians, Teachers, Instructors)



(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

With regard to the awareness of children toward health and sports, the "Survey on Health and Sports" asked respondents how they try to promote their health and stamina. While many elementary and lower secondary school students said they tried to "exercise and play sports," fewer gave that response in upper secondary school; more said that they tried to "have a good night's sleep and rest" (see Figure 3-8).

In terms of students' membership in extracurricular sports clubs or other sports clubs, 56% of sixth grade elementary school students, 66% of third grade lower secondary school students and 38% of third grade upper secondary school students said that they belonged. However, 35% of the upper secondary school students questioned said that they "used to belong but do not anymore," indicating that they had stopped in order to prepare for entrance examinations or due to other circumstances (see Figure 3-9).

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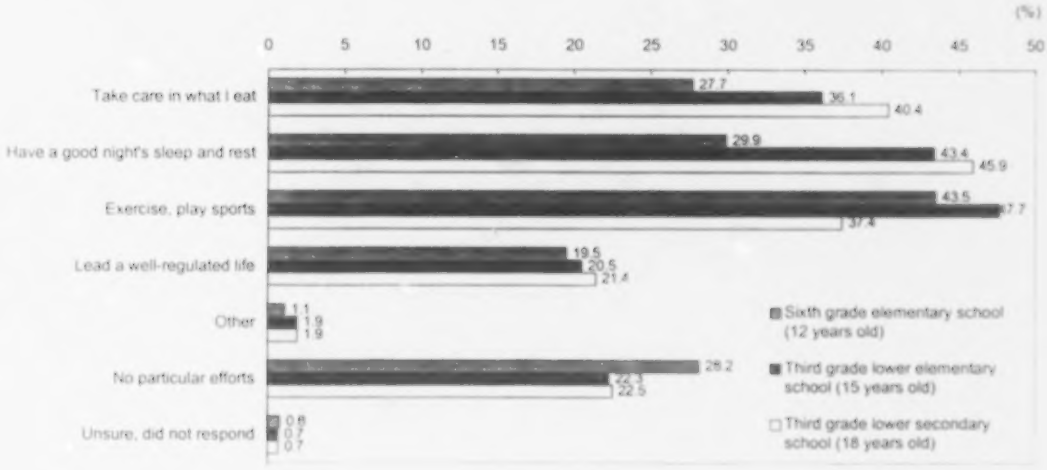
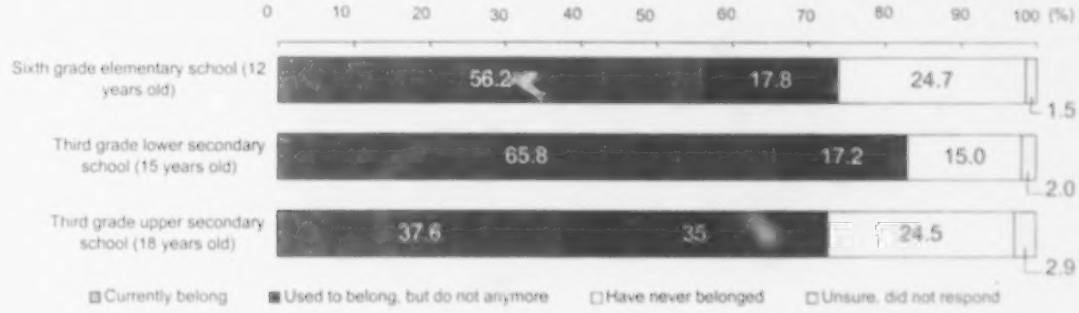
Figure 3-8: Efforts to Promote One's Health and Stamina



(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

Figure 3-9: Do You Belong to an Extracurricular Sports Club/Community Sports Club?



Note: The total percentage is not 100% due to rounding off of figures.
Source: MESSC, "Survey on Health and Sports" (FY1998).

Elementary school students differed from lower and upper secondary school students in terms of the associations to which they belonged. Fifty-four percent of the former belonged to extracurricular sports clubs and circles, while more than 90% of the latter did. Furthermore, 41% of elementary school students belonged to clubs with people generally living in the same area and 25% to private membership sports clubs, reflecting the influence of youth sports associations and swimming clubs for them, while fewer of the lower and upper secondary school students had contact with the local associations.

As for sports and recreation over the previous year, swimming and jumping rope were popular among elementary school students, while basketball, bowling and soccer were popular among lower and upper secondary school students.

2. Stamina and Interest in Sports of Middle-Aged People

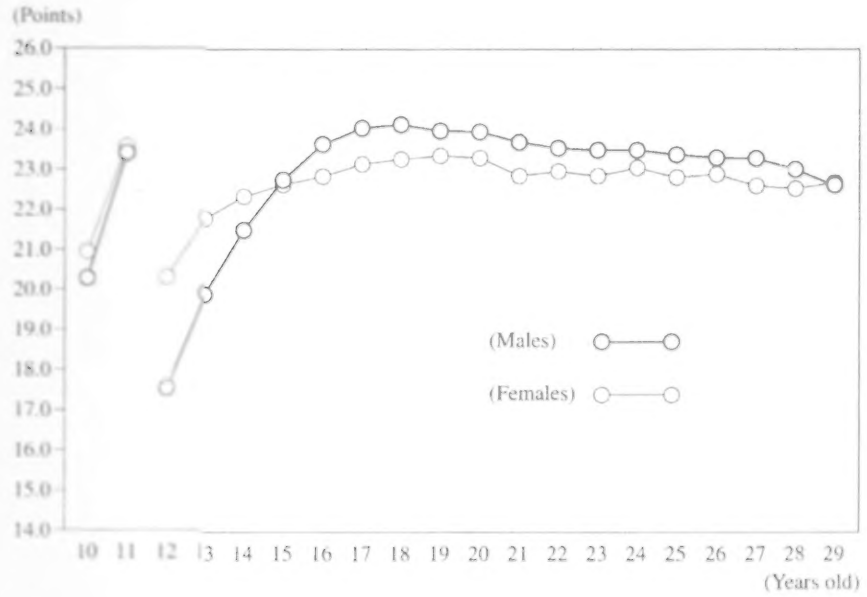
In a person's lifetime, stamina reaches a peak at around 17 to 19 years old. The deterioration of this stamina in line with aging becomes discernible as a person approaches middle age (30–59 years old). The deterioration is relatively moderate in terms of endurance, but comparatively

drastic in terms of bursts of power (see Figures 3-10, 3-11).

According to historical trends, stamina during middle age improved somewhat year by year up until 1984, albeit with some variation depending on specific age, but has remained unchanged or has slightly deteriorated on the whole since then.

Stamina during middle age is also largely correlated with current and past exercise and sports activity. A comparison between answers of "current exercise and sports activity" and "past club activity as a student" in MESSC's Stamina Tests for Middle-Aged People, shows that those who have been active for a longer time at present or in the past tend to have superior stamina in all cases regardless of age or gender (see Figure 3-12).

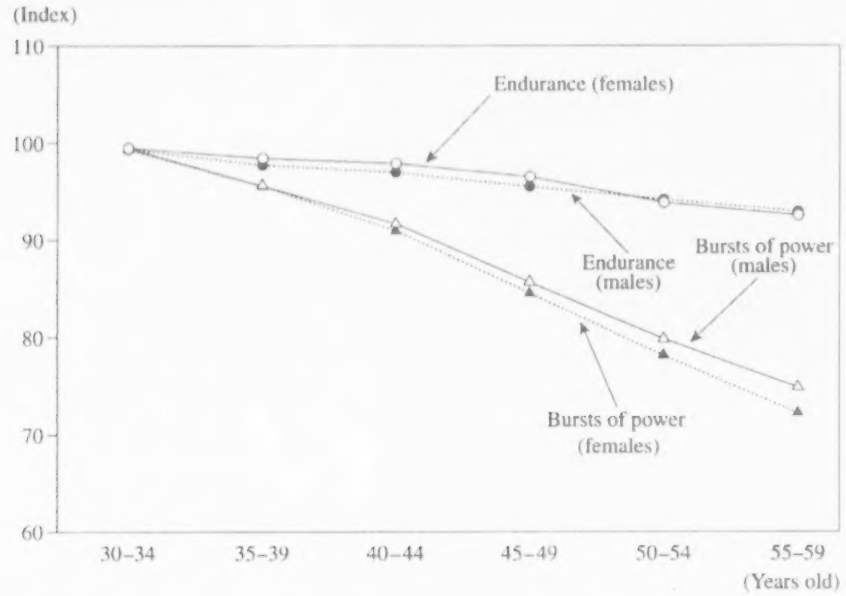
Figure 3-10: Total Points on Stamina Test



Notes:
1. Maximum test score is 35 points.
2. Figures for 12–29 year olds were modified by taking a moving average (that is, combining the given age and a year above and below and dividing by three, in order to reduce erratic fluctuation of figures).
3. The criteria for scoring differ between 10–11 year olds and 12–29 year olds, and between men and women.

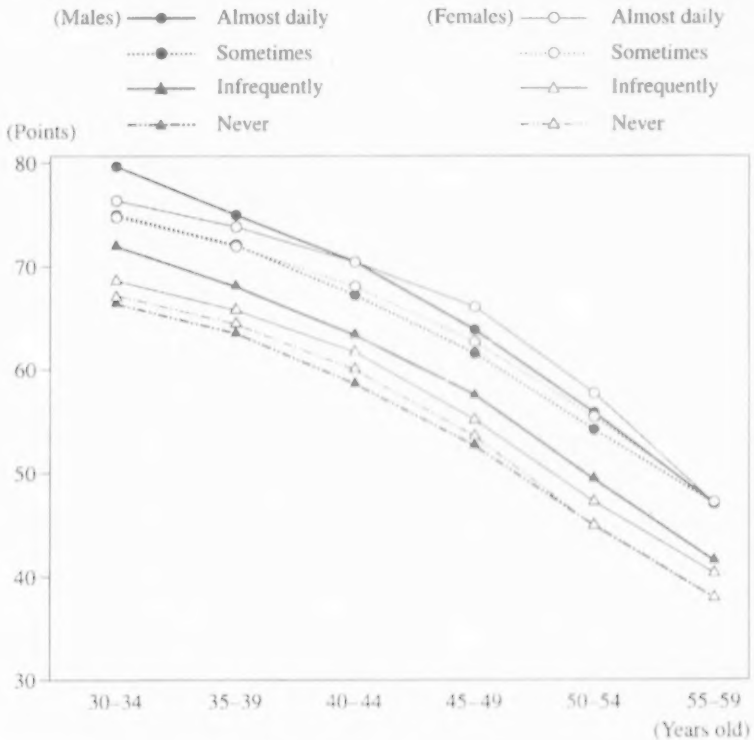
Source: MESSC, "Stamina and Ability to Exercise Survey" (FY1996).

Figure 3-11: Downward Trend in Endurance and Bursts of Power (Index)



Note: 30–34 year-old age group begins at the unit of 100.
Source: MESSC, "Stamina and Ability to Exercise Survey" (FY1996).

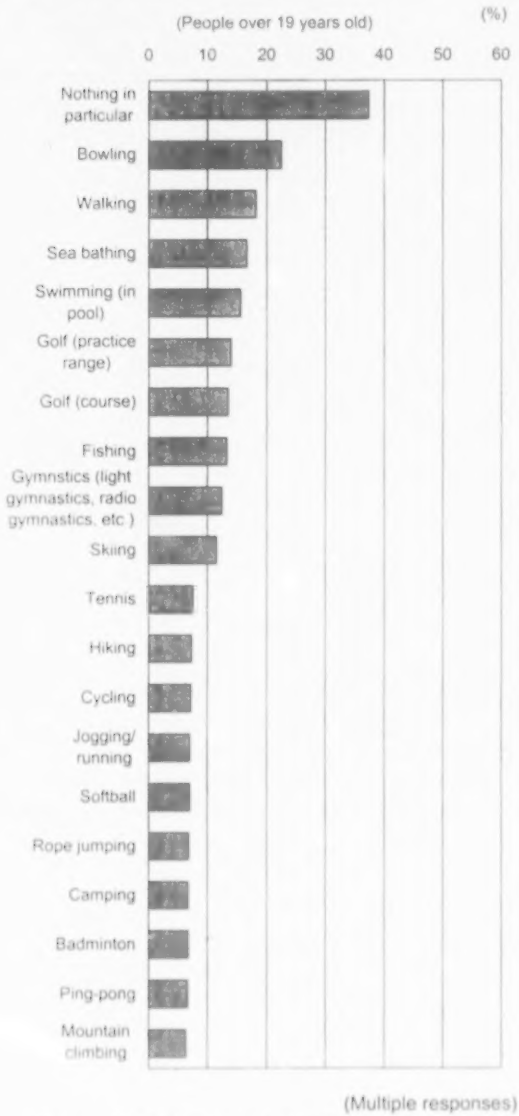
Figure 3-12: Scores on Stamina Tests During Middle Age According to Exercise/Sports Activity



Source: MESSC, "Stamina and Ability to Exercise Survey" (FY1996).

As for interest in sports, currently more than 70% of Japanese people have something they would like to try, but nearly 40% have not played any sports in particular over the previous year.

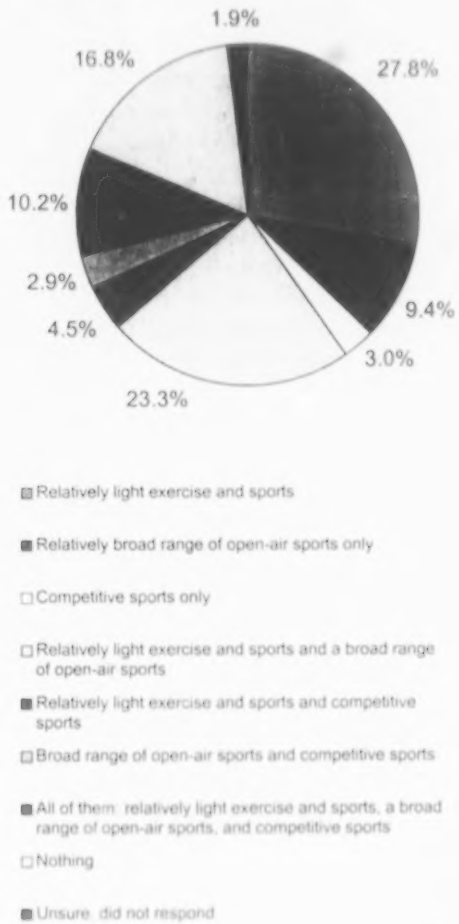
Figure 3-13: Sports/Recreational Activity over the Previous Year



(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

Figure 3-14: Exercise and Sports You Would Like to Try in the Future


1.9%
16.8%
27.8%
10.2%
2.9%
9.4%
4.5%
3.0%
23.3%
Relatively light exercise and sports
Relatively broad range of open-air sports only
Competitive sports only
Relatively light exercise and sports and a broad range of open-air sports
Relatively light exercise and sports and competitive sports
Broad range of open-air sports and competitive sports
All of them: relatively light exercise and sports, a broad range of open-air sports, and competitive sports
Nothing
Unsure, did not respond

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

The most popular sports and recreational activities tried over the previous year were walking, swimming, golf, skiing, gymnastics, fishing and bowling, with many people making bowling, walking, golf and swimming their main activities (see Figures 3-13, 3-14).

SECTION 2: PHYSICAL EDUCATION AT SCHOOLS AS THE FOUNDATION FOR LIFELONG PARTICIPATION IN SPORTS

Exercise and sports satisfy the basic physical need to move the body and provide an emotional sense of achievement and enjoyment, while also contributing to the increase of health and improvement of stamina. Moreover, they play an important and essential role in life as part of "a purpose in life" and "a culture" which makes people's lives more fulfilling. For students in particular, they contribute enormously to healthy mental and physical development, such as character building.

In view of the significance of exercise and sports, physical education at schools plays a major role in promoting the healthy development of students in accordance with the social changes described in Chapter 1, and the current state of stamina and the ability to exercise of students and others described in the previous section.

Therefore, physical education at schools should be further enhanced as a way of cultivating a foundation for lifelong participation in sports, enabling students to experience the fun and joy of exercise and sports, and contributing to promotion of health, and improvement of stamina and the ability to exercise. This can be achieved through Health and Physical Education and participation in extracurricular sports clubs and other school educational activities.

1. Toward Improvement of Health and Physical Education

In light of the recent downward trend in the stamina and ability to exercise of students, the decrease in opportunities for physical activity in daily life, the widening gap between students who are interested and actively participating in sports and those who are not, the worsening of the discipline of daily habits and the increase of stress in daily life, Physical Education in elementary school and Health and Physical Education in lower and upper secondary schools are more important than ever in building the foundation for lifelong participation in sports and in learning a healthy way of life.

From this viewpoint, it is important to encourage students to acquire the strengths and abilities to enjoy exercise throughout their lives so that they may enjoy and become more skillful at exercise, in consideration of the cultivation of their basic stamina and ability to exercise so they can lead active lives. It is also necessary to give consideration to the balance of extracurricular sports club activities and sports at home and in communities.

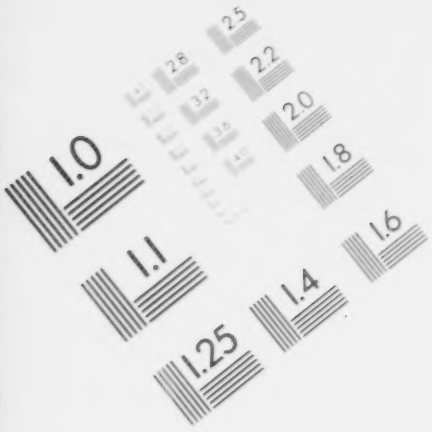
(1) Health and Physical Education Curriculum at Present

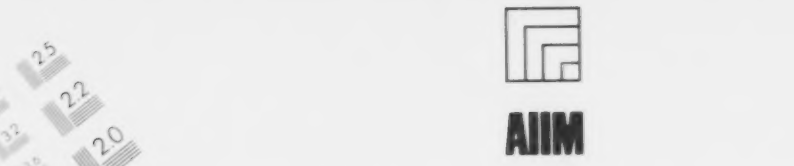
According to the current Courses of Study, Health and Physical Education through elementary, lower and upper secondary schools aims to encourage students to acquire the habit of enjoying exercise on their own and then voluntarily and independently exercising in order to cultivate a foundation for physical education and sports activity throughout life, and to improve stamina and the ability to exercise.

Students enjoying a ball game

Lower and upper secondary schools, in particular, are actively introducing "elective systems" that encourage students to choose exercise areas and types of sports in line with their respective abilities, aptitude and interests, and to pursue them voluntarily.

So far the educational programs have been revised for improvement every 10 years or so. Through these revisions, the range of electives of exercise areas and sports types has been expanded.





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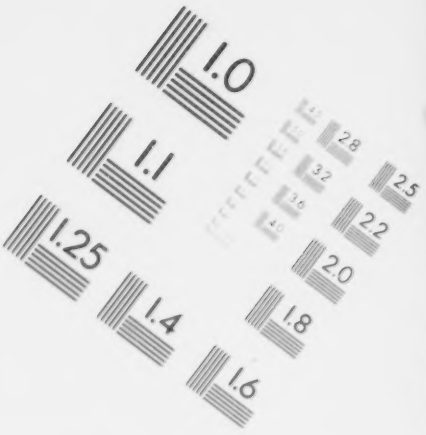

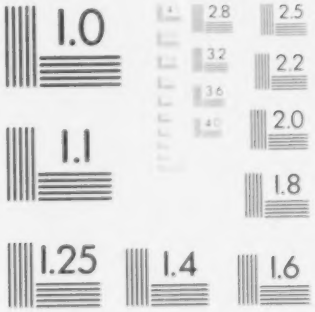

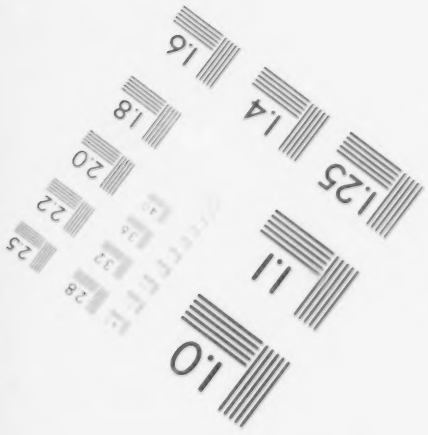

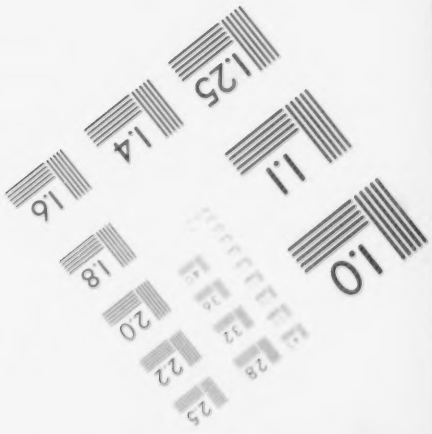

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these areas have been reviewed and modified to better match students' development stage, and educational content has been carefully streamlined for the realization of school life with free scope. Whereas students were all required to take the same five exercise areas in elementary school and the same six areas in lower and upper secondary school throughout the late 1960s, now there are "basic exercises" and "games" (integrating various exercise areas) tailored to the characteristics of students in lower and middle grades of elementary school, and other optional sports in addition to compulsory gymnastics for students from second grade lower secondary school to third grade upper secondary school.

(2) Improvements in Health and Physical Education Curriculum

MESSC has been conducting studies on a new program to begin from FY2002, based on the report of the Curriculum Council in July 1998. With the full introduction of the comprehensive five-day school week, the curriculum will call on each school to develop educational activities with enough free scope to foster the "zest for living"[1] of each and every child.

Health and Physical Education as a school subject plays a central role in cultivating "vigorous lives and a healthy body," one of the elements of a "zest for living," and is highly significant as a foundation for school educational activities that promote balance in the intellectual, ethical and physical aspects of students' development.

In light of the stamina and ability to exercise of today's students, which has been touched on so far, the curriculum will be improved with an emphasis on measures enabling students to acquire the strengths and abilities to play sports throughout life, and with priority on acquiring healthy habits. Special efforts are being made to further link physical education and health education, relying on the notion that the importance of further integrating mind and body helps people promote sound growth.

Ensuring that children have some free scope is a significant issue in each subject with the introduction of the comprehensive five-day school week. In Health and Physical Education, MESSC will carefully limit school education to the basic abilities that all students should acquire in accordance with their development stages, by studying the role and significance of families and communities.

Based on the above concepts, the following improvements in Health and Physical Education were recommended in the above report.

(i) Developing the strengths and abilities to enjoy exercise

MESSC has long encouraged students to develop the habit of exercising on their own. These efforts must be redoubled in order to cultivate a foundation for lifelong participation in sports. Improvements will be made in line with the following viewpoints for each developmental stage.

- From lower to middle grade elementary school: Students learn to enjoy exercise
- From elementary school (fifth to sixth grade, ages 10 to 12) to lower secondary school (first grade, age 13): Students experience the fun and pleasure of exercise
- From lower secondary school (second grade, age 14) to upper secondary school (third grade, age 18): Students develop special skills in specific areas

MESSC is improving and enhancing instruction so that priority is given to developing the unique abilities and aptitude of each student through exposure to various activities, experiencing the fun and joy of those activities and selecting the activities best suited to them; students will be encouraged to develop their unique abilities and aptitude rather than acquiring the same skills as every other student.

To enable students to exercise on their own, MESSC will make efforts to enable more flexible handling of physical exercise according to the circumstances of individual schools and communities,

[1] "Zest for living"
Proposed in the first report of the Central Council for Education in July 1996, "zest for living" describes the qualities and the ability to identify problem areas for themselves, to learn, think, make judgments and act independently and to be more adept at problem-solving. We also felt that they need to be imbued with a rich sense of humanity in the sense that while exercising self-control, they must be able to cooperate with others, have consideration for their needs and have a spirit that feels emotion. It also goes without saying that if they are to lead vigorous lives, a healthy body is an indispensable requirement.

while further introducing the approach of problem-solving methods through, for example, target learning and "elective systems" matched to developmental stage. At the elementary school level, specific activities are currently prescribed for each grade, but this will be made more flexible by allowing schools to allocate some activities to first or second grades (ages 7 and 8), third or fourth grades (ages 9 and 10), and fifth or sixth grades (ages 11 and 12), providing instruction in the activities of their choice within certain limitations. At the lower and upper secondary school levels, improvements will be made to allow more electives of physical exercise areas and types. Instruction of more diversified activities will also be allowed in elementary, lower and upper secondary schools according to the specific circumstances of each school and community (see Table 3-2).

Table 3-2: Main Improvements in Health and Physical Education Classes

School level	Elementary school			Lower secondary school			Upper secondary school		
Subject	Physical Education			Health and Physical Education			Health and Physical Education		
Grade	1-2	3-4	5-6	1	2	3	1	2	3
Health and Physical Education			Gymnastics	Gymnastics ○	○	○	○	○	○
	Basic exercises		*Exercise with apparatus*	Exercise with apparatus ○ (elective)	[Two areas] Choose area 1 or 2	Choose area 1 or 2	Choose area 3 or 4	Choose area 3 or 4	[Areas 3 and 4] Choose area 2, 3 or 4
			Track and field exercise	Track and field competition ○ (elective)					
			Swimming	Swimming ○ (elective)			Martial arts or dance must be included in choice	Martial arts or dance must be included in choice	Martial arts or dance must be included in choice
	Games		*Ball exercises*	Ball games ○ (elective)	Choose 2 courses	Choose 2 courses			
				Martial arts ○ (elective) (free choice) Dance ○ (elective)					
		Expressive exercises							
				Physical education knowledge ○ (lower secondary school) Physical education theory (upper secondary school)	○	○ (Third graders also have these classes)	○	○	○
		Health (newly taught)	Health	Health ○	○	○	○	○	

* Underlined portions: education and/or elective rule to be revised.
Parentheses portions: after revision.
Bracketed portions: before revision.
Italicized portions: Activities currently taught in a specific grade that can be taught in either one of the grades.
"Gymnastics," "physical education knowledge" (lower secondary school) and "physical education theory" (upper secondary school) are to be revised according to stage of development.
In "Health," priority will be given to instruction in contemporary subjects such as mental health, diet and life-style-related diseases, drug abuse and sex.

Notes:
1. Exercise courses and "Health" are compulsory in elementary school. Circled courses are compulsory in lower and upper secondary school.
2. In lower and upper secondary schools, the electives for sports types from each available exercise area remains the same for each of the three school grades.

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Since today's students do not have enough chances for physical activity outdoors in close contact with the natural environment, efforts will be actively made to provide such opportunities in collaboration with other subjects, and in line with the specific circumstances of each community and school.

(ii) Improvement of stamina

Improvement of stamina has long been a goal of Health and Physical Education, but fewer opportunities for students to move their bodies in daily life has brought about a deterioration in their stamina. By taking advantage of increased opportunities for sports activities in communities, improvements will be made at each level in line with the following viewpoints:

- Elementary school: Mainly building physical coordination
- Lower secondary school: Mainly building physical balance with an emphasis on endurance
- Upper secondary school: Mainly enhancing overall ability of each individual with an emphasis on building power and speed into actions

With the comprehensive five-day school week, students will be able, while building basic stamina, to learn how to increase that stamina and to carry out activities with an emphasis on the areas outlined above. Instruction in each of the sports areas will enable students to independently increase their stamina so that they can continue to acknowledge the value of exercise throughout their lives, while conditioning them to further increase that stamina in sports clubs and other extracurricular activities.

In courses on "knowledge related to physical education" (lower secondary school) and "physical education theory" (upper secondary school), instruction will aim to further integrate theory and practice, emphasizing ways to increase stamina and ways to learn exercise based on recent findings in sports science, and leading to the development of strength and ability to enjoy exercise over a lifetime and to the improvement of stamina.

(iii) Physical release (*karada-hogushi*)

(a) Purpose of physical release

The decline in the stamina and ability to exercise of children and the widening gap between people who actively exercise and those who do not, mentioned earlier, is thought to be largely due to the change in the environment in which children are raised, especially the decrease in play and other forms of basic physical activity, and the mental stress experienced from day to day.

Therefore, there is a need to prepare new activities aimed at the following:

(1) Physical awareness: Become aware of the physical and mental condition of oneself and one's peers, fully experience ways of conditioning one's body and the fun and good feeling of getting in shape and physically moving. Reduce mental stress through moving one's body.
(2) Physical coordination: Engage in simple physical activities other than sports to acquire physical coordination for daily life as well as becoming good at running, jumping, throwing and various other physical motions.
(3) Relations with peers: Experience the fun of richer relations with friends through exercise and become able to recognize the value of friends.

Activities for these purposes are to be called "physical release" (tentative name) and will be carried out as a foundation for improving the strengths, abilities and stamina to enjoy exercise. This will enable both people who actively exercise and those who do not, to experience the good feeling of exercising as well as the physical and mental release it offers.

(b) Physical release activities

Physical release does not aim at setting records, mastering difficult skills or winning competitions such as in sports, but consists of rhythmic activities.

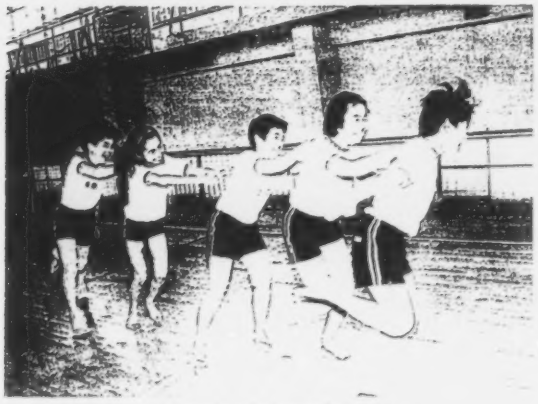
Physical release will be newly added to the "basic exercise courses" in elementary schools and "gymnastics" in elementary, lower and upper secondary schools, while also being incorporated into other exercise areas and sports types as well as "mental health" courses.

In "gymnastics," since physical release will be newly added in accordance with improving stamina, the name will be changed to incorporate the perspective that further integrating mind and body helps people promote sound growth.

Examples of Physical Release

Physical release activities do not fit a fixed pattern. As long as they are in line with the above purposes, various activities can serve as physical release activities. The following examples are possible:

(1) Use of exercise equipment involving free movements
(2) Pair stretching (stretching with a partner)
(3) Exercise based on rhythmical movement (e.g., rhythmic gymnastics)
(4) Walking and jogging at a comfortable pace
(5) Story games involving simple physical activity (e.g., throwing balls)
(6) Various activities and play outdoors



Example of physical release

2. Physical Education Activities in Other Subjects

In order to promote good health and stamina so that students become strong and healthy, there is a need to make efforts not only in Health and Physical Education, but also in various aspects of school education.

Special Activities aim to deepen the self-awareness of school children as members of a group by carrying out group activities, and to foster the growth of individual character and develop a rich sense of humanity. These special activities include exercise and sports, e.g., exercise and sports with classmates, extracurricular sports club activities, and trips or overnight stays in rural areas or by the seaside (seaside or forest summer schools), and sports festivals, marathons and other physical education events with members of the same grade or the entire school. These physical education events especially contribute to healthy mental and physical development (e.g., enhance stamina and vitality) through efforts toward specific goals and provide the motivation for acquiring good sports and exercise habits.

The period of Integrated Study, newly established to improve the curriculum, could incorporate an exercise dimension into some of the comprehensive/cross-sector activities and nature activities, according to the specific circumstances of each school and region.

Physical education activities carried out in other classes, such as the above, need to be linked to the physical education activities in Health and Physical Education, and to be carried out with the aim of building the foundation for lifelong participation in sports and improving stamina and the ability to exercise.

3. The Enhancement of Extracurricular Sports Club Activities

(1) Significance of Extracurricular Sports Club Activities

Extracurricular sports club activities form a part of school educational activities, providing an opportunity for students who share the same interest in sports to voluntarily and independently take part in those sports under the instruction of teachers or other supervisors. They are important because as students strive to attain a higher level of skill and challenge records, they also experience the fun and joy of sports as well as a richer school life.

Extracurricular sports club activities enable students to become more deeply involved in the types of sports they have become interested in through their physical education classes, and to develop and enhance the skills they have acquired in class. At the same time, they can return to class with the skills they acquire in club activities and share them with other students.

By providing an opportunity for students to voluntarily take part in the activities they have an

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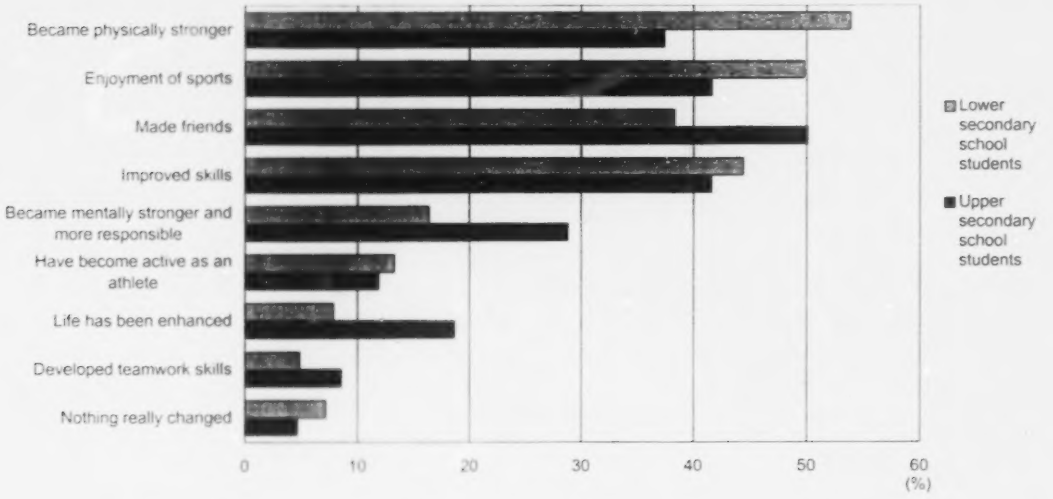
interest in, extracurricular sports club activities also have the effect of fostering the capabilities and attitude to life-long participation in sports, while improving stamina and increasing good health, thereby complementing physical education class. By providing an opportunity for students to organize and carry out activities away from their classmates and others in the same grade, extracurricular sports club activities are also significant in that they develop initiative, teamwork, a sense of responsibility and a sense of solidarity, while giving students a chance to closely interact with their companions and teachers (advisors).

In this way, extracurricular sports club activities support the sports activities and character building of students. The effective management of these activities further ensures that students lead cheerful school lives, while building trust in schools and nurturing an identity with schools among students and their parents and guardians.

In the "Survey on Sports Activities of Lower and Upper Secondary School Students" conducted by MESSC in 1996, over 90% of students, parents and guardians and teachers respectively, said that extracurricular sports club activities would help the students in the future. In addition, 80-90% of the students who belong to clubs said their club activities were enjoyable; the same share of their parents and guardians said they were satisfied with their children's club activities (see Figure 3-15).

Figure 3-15: What Was Gained through Extracurricular Sports Club Activities? (Club members were asked to provide up to three responses)



Source: MESSC, "Survey on Sports Activities of Lower and Upper Secondary School Students" (FY1996).

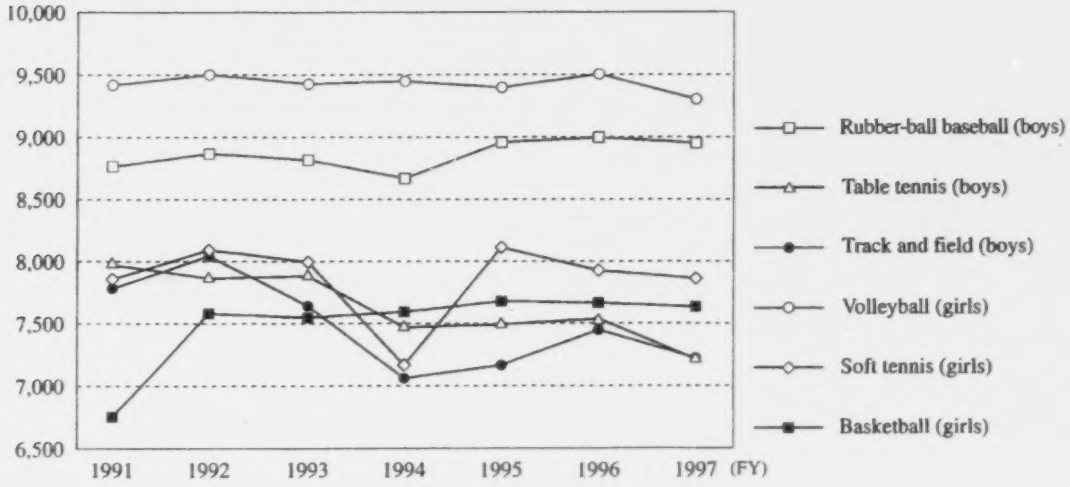
(2) Extracurricular Sports Club Activity Management in the Future

Given the significance and current state of extracurricular sports club activities and recent changes in society, MESSC's Consultative Committee on Sports Activities of Lower and Upper Secondary School Students outlined issues related to the management of club activities in the future in the "Research Report on the Modalities for Extracurricular Sports Club Activities" compiled in December 1997.

With the recent decline in the number of students, some schools have become unable to support extracurricular sports clubs. This trend is expected to increase in the future. In some cases, several schools have combined activities and many are calling for the authorization of participation of multi-school teams in inter-school sports events, such as ball sports. In National Upper Secondary School General Athletic Meets and other major events, teams composed of more than one school which were to be merged or abolished have already been allowed to participate in certain sports events. Studies are being carried out by those concerned toward the broader application of this approach (see Figures 3-16, 3-17).

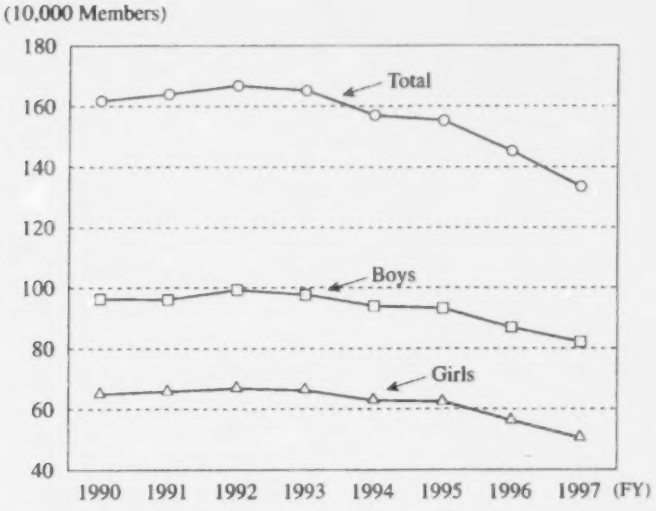
The foundation for lifelong participation in sports is cultivated in childhood, so it is important to ensure various opportunities for sports activity during this period. Bearing this in mind, there is a need for each school to consider the different orientation of individual students (e.g., the increase in promoting health, exchange with friends, improvement of competitive strength) and to diversify activities (e.g., season system, multiple activity system).

Figure 3-16: Change in Number of Extracurricular Sports Clubs by Sports Type in Lower Secondary Schools



Source: Nippon Junior High School Physical Culture Association

Figure 3-17: Change in Number of Extracurricular Sports Club Members in Upper Secondary Schools



Source: All Japan High School Athletic Federation

Club activities, as students' voluntary activities, should be conducted in a way that does not hinder the balanced lives and growth of students. Important points to this end include: (1) respecting the individuality of students, flexibly managing activities and not forcing students to participate against their will; (2) scheduling club off-days and training hours in line with the aims of the five-day school week; (3) As necessary, making use of information related to sports, medicine and science by means of external instructors and associations.

Examples of Extracurricular Sports Club Scheduling of Off-days, etc.

In the "Research Report on the Modalities for Sports Club Activities" compiled in December 1997 by MESSC's Consultative Committee on Sports Activities of Lower and Upper Secondary School Students, the following examples of off-days and training hours scheduling for club activities at schools are provided for reference.

- Two or more off-days are scheduled per week during school terms for lower secondary school extracurricular sports clubs.
- One or more off-days are scheduled per week during school terms for upper secondary school extracurricular sports clubs.
- In the event that participation in practice games, events and other activities becomes necessary on Saturdays and Sundays, off-days are rolled over to other week days.
- In the event of activities on Saturday and Sundays, efforts are made to ensure some freedom and flexibility for children to have a chance for interaction with family members, non-club friends and people in the community, in line with the aims of the five-day school week.
- During long-term school vacations, a longer period of time away from club activities is scheduled to give students adequate time to recuperate (in addition to the basic scheduling of off-days during school terms, described above).
- Practice is carried out efficiently, lasting no more than two or three hours on weekdays and three or four hours on weekends. Practice during long-term school vacations is basically scheduled in the same manner.

Sports clubs in schools should form partnerships with community sports according to the specific circumstances of the community and school, as a means of complementing and enhancing those activities with a view to meeting the various sports needs of students and to deepening the exchange between students and local residents. For example, outstanding members of the community could be used as external instructors, or cooperation and exchange could be promoted with comprehensive community sports clubs and public/private sports facilities.

Opening ceremony of the FY1998 National Upper Secondary School General Athletics Meet

While school holidays increase with the full implementation of the comprehensive five-day school week system and the numbers of club advisors and club members decrease (recent trend), there is a need to take special measures to build the foundation for lifelong development through sports. Under these circumstances, there is a need for schools to ask communities to make those sports activities available to students with a keen interest in them, in mutual cooperation between schools and communities. This may be especially effective in, for example, cases where certain club activities are not possible at a school because there are no appropriate instructors at that school, but an active program is available at the community level.

Extracurricular sports club activities also provide an opportunity for exchange with students from other schools through competitions and other events with those schools. School athletic meets conducted as part of school educational activities not only serve as a goal for daily club practices, but are also significant as an opportunity for broader exchange among students through their participation in the competitions and management of the events.

There are some clubs whose members are forced to practice excessively with the sole aim of victory in competitions. Efforts are being made to remedy these situations. What is most important is that instructors, schools and parents and guardians deepen their understanding about the mental and physical growth of children to ensure such over-practicing does not occur.

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4. Enhancement of Physical Education Environment at Schools

(1) Improvement of Teacher Quality and Use of a Diverse Range of Instructors

Based on the importance of school physical education in cultivating a foundation for lifelong participation in sports, instruction must constantly be enhanced to enable students to actively and effectively engage in exercise and sports. This calls for constant improvement in the quality of the teachers that provide that instruction.

Various opportunities for training, including induction training by prefectural boards of education, are provided for teachers. MESSC also offers practical skills courses, produces instructional materials for teachers and conducts experimental training at designated experimental schools.

(i) Improving the quality of teachers as instructors

Teachers in charge of Health and Physical Education need to improve their teaching abilities, especially in areas such as adapting their instruction to the specific interests, abilities and characteristics of students, understanding scientific theory on physical education and developing teaching methods which lead students toward being goal-oriented. Improvements, however, should not stop there. Physical education teachers also need to play an active role in ensuring that appropriate physical education and health instruction are provided in all school educational activities. Moreover, it is important to improve their teaching ability to adapt to the increase in student electives in lower and upper secondary schools.

To this end, MESSC supports prefectural boards of education in supplying instructors who provide training in practical physical education skills. It also offers practical skills courses to a total of some 1,200 teachers annually in three locations nationwide, to incorporate the latest related research into its teaching methods, and to promote the goals of the Courses of Study with the aim of improving the quality of instructors. In addition, the reference materials for teachers produced by MESSC explain the basic concepts of the Courses of Study, the method of instruction, innovations in teaching and other matters in order to enhance instruction in accordance with the specific circumstances of each school and region.

MESSC also maintains a designated experimental school system for orderly practical research aimed at: (1) addressing contemporary issues, (2) promoting the aims of the Courses of Study, (3) improving and making innovations in educational methods, and (4) research and development on curriculum, among others. In this system for physical education in FY1998, 71 schools were designated for research on building stamina, 175 schools for research on martial arts instruction and 24 schools for research on elective classes. Each school conducted its own organized research, then broadly disseminated the results to schools and educators through such means as meetings for the presentation of research findings.

The teachers (advisors) who lead extracurricular sports club activities need to have a deep understanding of the growth and development stages of students and to take adequate measures to prevent sports injuries. Thus training is needed to improve teacher capacity in this area. MESSC has designated 70 schools for research on sports club activities and is supporting training projects by prefectural boards of education on extracurricular sports club activity instructors and on external instructors for those activities.

Reference materials for teachers produced by MESSC

Elementary school Physical Education:	"*Innovations in Physical Education Class from a New Perspective on Scholastic Ability*"
Lower secondary school Health and Physical Education:	"*Innovations in the Preparation of Teaching Plans and Instruction*"
Upper secondary school Health and Physical Education:	"*Innovations in the Preparation of Teaching Plans and Instruction*"
School Physical Education practical skills:	"*Handbook on Judo Instruction*" (revised edition), "*Handbook on Kendo Instruction*" (revised edition), "*Handbook on Sumo Instruction*" (revised edition), "*Handbook on Swimming Instruction*" (revised edition), "*Handbook on Group Activity Instruction*" (revised edition), "*Welcome to Skiing*" (Handbook on Ski Instruction)
School education instructional video:	"*Let's Enjoy Swimming*" (elementary school swimming), "*Hop Step Judo*" (judo), under production in FY1998 (*kendo*)
Extracurricular sports club activity management:	Under production in FY1998

(ii) Use of various instructors

In order to enhance Health and Physical Education, teacher-specialized Physical Education is assigned to some elementary schools, especially for fifth and sixth grade students, for whom a higher level of instruction is needed. There is a need to further study policies for the effective placement and use of such instruction. In order to enhance martial arts instruction, there is a need to consider the use of teachers who have obtained regular teacher certificates for upper secondary school judo and *kendo* as a result of tests for teacher certificates.

It is also necessary to make use of Special Certificates and the Special Part-time Teacher System based on the Educational Personnel Certification Law, inviting outside instructors with expertise and experience in specific areas of activity to teach Health and Physical Education and extracurricular sports club activities.

It would also be effective to actively utilize outside instructors in carrying out the variety of extracurricular sports club activities offered to meet the diverse orientations of students. In light of the recent aging of instructors, their insufficient ability to teach practical skills and the frequently seen situation where club activities become inactive due to personnel exchange, there is a need for boards of education and schools to take serious steps to secure outside instructors as a realistic solution. From this perspective, MESSC is supporting prefectural initiatives to use outside instructors.

In training and maintaining outside instructors, it is also necessary to make use of the sports leader banks and the registration lists of sports recreation associations set up by each prefecture.

(2) Enhancement of School Physical Education Facilities

School physical education facilities play an important role in facilitating education at schools, both for Health and Physical Education and for extracurricular and other sports club activities.

Recently, training rooms, equipment for easy heart rate measurement and other facilities have started to be established based on recent changes in physical education needs, while also providing an opportunity for students to actively improve their health and stamina on their own as well as securing a place for exercise.

To help facilitate physical education at schools, MESSC gives financial aid to local governments (responsible for the establishment of schools) with projects for the construction and maintenance of athletic fields, gymnasiums, swimming pools, martial arts halls and other sports facilities.

In regard to the safety management of school

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swimming pool drains, MESSC conducted a study of the situation nationwide in FY1996, and based on its findings notified each prefectural board of education to take all the necessary precautions in April 1997. This and other steps were taken as safety guidance measures.

With a view to promoting exchange between schools and the community, and to making school physical education facilities an asset to be shared with community residents and thus a base for community sports, there is a need to take special consideration in designing the facilities, offering information services, simplifying procedures for using the facilities and promoting innovation in management of the facilities, among others (see Section 3, Chapter 3).

5. Enhancement of Physical Education and Sports at Universities

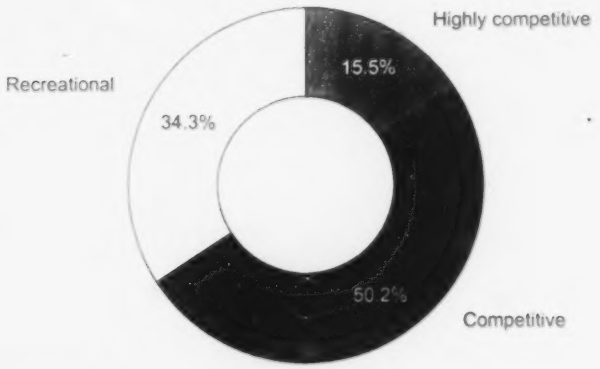
Physical education and sports at universities provide an important link between elementary/secondary education and adulthood, and are vital in developing and maintaining habits for lifelong participation in sports. Since there is generally a decrease in the number of class hours dedicated to physical education when students leave secondary school and enter university, there is a need to make sure that exercise habits do not cease during this period.

On the other hand, university is a time for students to think and act freely on their own and a valuable time to try various sports and experience their meaning and value, both through classes given by innovative instructors and student sports clubs and other opportunities (see Figure 3-18).

Since the early days of sports in Japan, university sports have helped build the identity of their respective schools and supported lifelong participation in sports activities and competitive sports in Japan. Universities have also made great strides in the development and dissemination of scientific research on sports.

In this way, physical education and sports at universities play an important role in the increase in maintenance of health and stamina. It is necessary that each university enhance that role while drawing upon its unique characteristics.

Figure 3-18: Orientation of Student Sports Club Activities



Notes:
1. Highly competitive clubs: Clubs that described themselves as aiming at higher levels of competitiveness in the survey, and that, in the past five years, have either (1) had an association/team ranked in the top 32 Japanese student rankings, (2) had an alumnus or current student represent Japan, or (3) had an alumnus become a professional athlete.
2. Competitive clubs: Clubs that described themselves as aiming at higher levels of competitiveness, but that have not achieved any of the three items above.
3. Recreational clubs: Clubs that described themselves as aiming toward enjoyment.

Source: MESSC, "Survey on Student Sports Club Activities" (October 1992).

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SECTION 3: DEVELOPMENT OF COMMUNITY SPORTS ENVIRONMENTS

1. Current State of Community Sports Environments

(1) The Need for Sports Activity Associations in Communities

Running, walking and other individual exercise is important for health, but considering the diverse significance of sports, exercise in a sports association is more effective in achieving the broader aims of sports. It is difficult to be active in team sports in particular, without joining a sports activity association or sports club (see column).

Current membership in sports activity associations is shown in Table 3-3, according to the results of the "Survey on Health and Sports." Elementary school students belong to a variety of sports clubs, including extracurricular sports clubs and community sports clubs, but lower and upper secondary school students belong almost exclusively to extracurricular sports clubs. Among adults (people over 19 years old), the number that join private sports clubs increases, although more than 70% of the people belong to no association. To summarize, children primarily play sports at school, while some adults join private sports clubs but most adults do not take part in sports to the point where they want to join an association.

Table 3-3: Percentage of People Who Belong to Sports Clubs

Age Group	Belong to extracurricular sports club (school)/circle (workplace)	Belong to community sports club	Belong to private sports club	Do not belong to any club	Unsure, no response
Sixth grade elementary school (12 years old)	30.5%	22.8%	13.9%	42.3%	1.5%
Third grade lower secondary school (15 years old)	60.2%	2.1%	2.7%	32.2%	2.0%
Third grade upper secondary school (18 years old)	34.3%	0.8%	1.5%	59.5%	2.9%
People over 19 years old	5.6%	8.1%	11.1%	74.6%	2.3%

Note: Total may not be 100% because some people belong to more than one type of club.
Source: MESSC, "Survey on National Health and Sports" (FY1998)

Sports in Japan have traditionally developed mainly at schools which have fulfilled a variety of roles, disseminating and promoting sports, while also developing top athletes. However, since schools play a central role in sports activities, the opportunities to continue to enjoy sports decrease sharply once people graduate. Sports clubs exist in some companies, but these are often only for top athletes, and even if there are sports circles, they may be inadequate in meeting all the employees' sports needs. One of the reasons for the low level of sports activity among the Japanese is the lack of opportunity for such activity after graduation from school.

In order to improve this situation, it is necessary to stimulate sports activity at the community level. If sports activity were to become possible at that level, it would be easier to continue enjoying sports even after graduating and entering the workforce. For that reason, community sports clubs and other sports activity associations are becoming necessary.

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[Column] **Types of sports clubs**

Sports clubs are generally associations voluntarily started up by sports enthusiasts and are social groups where members take part in sports activities to deepen their companionship with one another under set rules and other regulations.

Sports clubs in Japan can be categorized into four types:

- School sports clubs (e.g., extracurricular sports clubs at lower and upper secondary schools and universities)
- Workplace sports clubs (e.g., company circles)
- Community sports clubs (e.g., youth sports associations, housewives' volleyball, senior citizens' gateball [Japanese croquet])
- Private sports clubs (e.g., swimming, fitness clubs)

(2) Current State of Community Sports Clubs

Japan has many community sports clubs, although the development of such clubs is insufficient by comparison with those in European countries.

A well-known example of such community sports clubs are youth sports associations. At present, youth sports associations number some 34,000 nationwide and over 900,000 elementary school students (approximately 10%) belong to them. Virtually all members are elementary school students, with the majority in the fourth, fifth and sixth grades. About 20% of these associations provide multiple sports, but most have just one sports type. Among lower and upper secondary school students, the number who belong to these associations decreases sharply as many join their schools' extracurricular sports clubs. In this way, youth sports associations mainly target elementary school students and usually conduct just one sports type (see Table 3-4).

Table 3-4: Membership in Youth Sports Associations by Age

(As of 31 March 1998)

		FY1997	
Elementary school students		813,438	(88.1%)
	Lower grades (1-3)	175,574	(19.0%)
	Higher grades (4-6)	637,864	(69.1%)
Lower secondary school students		98,014	(10.6%)
Subtotal		911,452	(98.8%)
Upper secondary school students		11,363	(1.2%)
Total		922,815	(100%)

Source: Japan Junior Sports Clubs Association.

Other community sports clubs have the same characteristics as youth sports associations. Community sports clubs today are generally for limited age groups and single activities, such as volleyball for housewives (so-called "mama volleyball") in adult community sports clubs. According to a survey conducted by the Japan Sports Club Association in 1996, 92% of community sports clubs were single-activity sports clubs and nearly 60% were limited to a specific age group. The survey also reveals that most of these were small, averaging 31 members. In Germany, by way of contrast, the average is about 300 members (see Figure 3-19, Table 3-5).

Figure 3-19: Community Sports Clubs by Type

	1989 survey	1994 survey
	Estimated number (% of total)	Estimated number (% of total)
Multiple activities sports clubs	35,900 (10.2)	29,600 (8.0)
Single activity sports clubs	315,900 (89.9)	340,800 (92.0)
Total	351,800 (100)	370,400 (100)

Source: Japan Sports Club Association, "Survey on Current State of Sports Clubs."

In this way, community sports clubs in Japan are generally small in size, focus on just one sports type and are organized according to specific age groups. Community sports clubs are organized on the initiative of local residents and, in this sense, should play a central role in promoting lifelong participation in sports. However, these clubs need to be improved in the following respects if Japan is to achieve a genuine lifelong sports society in which sports can be enjoyed by anyone, anywhere and anytime.

Table 3-5 (1): Composition of Age Groups in Community Sports Clubs

Multiple age groups	40.5%
Single age groups	59.1%
Under 18 years old	14.8%
18 to 29 years old	8.3%
30 to 59 years old	33.6%
60 years old or over	2.4%
No response	0.4%

Table 3-5 (2): Number of Members of Age Groups in Community Sports Clubs

10 or under	9.3%
11 to 20	48.9%
21 to 30	20.8%
31 to 40	7.3%
41 to 50	4.0%
51 to 100	5.9%
101 or more	2.7%
No response	1.1%
Average	31.2 persons

Source: Japan Sports Club Association, "Survey on Current State of Sports Clubs" (1995).

First is the issue of sports club sustainability. Whether due to small size or some other factor, nearly a quarter of Japan's single-activity sports clubs dissolve within five to ten years. When sports clubs dissolve quickly, it is a major problem for those who want to continue sports and makes it difficult for the clubs to build relations with, and integrate into, regional communities.

Second is that facilities are not used efficiently. Sports clubs do not always coordinate adequately with each other and some 60% of the clubs use public sports facilities exclusively for themselves during a block of time. If small clubs occupy facilities for themselves, the facilities are used inefficiently. If community sports clubs throughout the nation insisted on doing this, an unlimited number of sports facilities would become necessary.

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Third, there is a need for people to look for the sports clubs that suit them by specific age group since that is how the clubs are organized. With so many small sports clubs and not enough information provided about them, it is not easy for a person to find the sports club that suits their needs. This complication may discourage membership in sports clubs or even cause people to stop the sports activities they have started.

In light of these current issues, there is a need for community sports clubs as bases for lifelong sports, that are larger and less likely to dissolve, available to people of any age group or skill level and that cover multiple sports. MESSC advocates the development and establishment of comprehensive community sports clubs.

2. Comprehensive Community Sports Clubs

(1) Characteristics of Comprehensive Community Sports Clubs

The comprehensive community sports club is a form of club found mainly in European countries where sports enthusiasts from children through to senior citizens and the disabled can take part. Comprehensive community sports clubs have the following characteristics:

(i) They are not limited to a single sports type, but offer many sports types.
(ii) They are for people of all ages and various skill levels, from the young to senior citizens and from beginners to top athletes.
(iii) They have sports facilities and clubhouses as a base for their activities, which they are able to conduct regularly and on schedule.
(iv) They have high quality sports instructors who offer advice suited to the sports needs of the individual.

In European countries, sports have a firm root in people's lives and many residents belong to the comprehensive community sports clubs in their areas. Comprehensive community sports clubs are essential to the local residents.

(2) Significance of Comprehensive Community Sports Clubs

At comprehensive community sports clubs, the members, facilities, programs and instructors work together systematically for regular and continuous activities. This links the potential sports needs of local residents to actual activity and makes it possible to continue those activities. Comprehensive community sports clubs are bases for lifelong sports and fulfill the following roles:

(1) Sports activities for every stage of life

Comprehensive community sports clubs offer a variety of sports activities under the leadership of high-level instructors, enabling each person not only to select the activity suited to their sex, age and stamina, but also to choose sports appropriate to the individual's stage of life.

(2) Formation of regional communities

In European countries, comprehensive community sports clubs are the foundation of the regional community—not only places for sports activities, but also places for social interaction among local residents.

(3) Places for the social education of children

People of all ages from children to senior citizens take part in activities at comprehensive community sports clubs, providing opportunities for exchange between people of different age groups (i.e., children and adults). Raising children in such an environment contributes to their emotional education.

(4) Effective use of public facilities

If small clubs occupy facilities for themselves, the facilities are used inefficiently. By developing comprehensive sports clubs however, it would be comparatively easy to coordinate facility use and to make more efficient use of those facilities. The same can be said of instructors.

(5) Community pride

Joining a comprehensive community sports club that serves as a foundation of the local community means becoming a member of that community and developing a sense of pride in the community. It also helps to stimulate the region.

(6) Creation of a sports environment for children through coordination and cooperation with extracurricular sports clubs

Coordination and cooperation between comprehensive community sports clubs and extracurricular sports clubs through, for example, the provision of instructors from the former to the latter, can help to provide a variety of sports environments for children.

Model of comprehensive community sports

(3) Efforts of Comprehensive Community Sports Clubs in Each Region

MESSC has been operating model projects for the development and establishment of comprehensive community sports clubs since FY1995. One of these is the Narawa Sports Club set up in the Narawa district of Handa City, Aichi Prefecture. The gymnasiums and grounds of local elementary schools, lower secondary schools and municipal gymnasiums, serve as the bases for the model club which uses empty classrooms of a lower secondary school as its clubhouse. There are a wide range of activities, including volleyball, badminton and Shorinjikenpo, and as many as 100 instructors registered. This sports club has absorbed and combined all the existing youth club teams within the area and coordinates its activities with those of school extracurricular sports clubs. The establishment of this sports club has heightened awareness in sports and other areas of education among local residents and enabled children, especially lower secondary school students, to choose their own lifestyle without restriction to extracurricular sports club activities. Models have also been set up in other regions, where efforts are being made to develop and establish comprehensive community sports clubs. Such clubs are now starting to take root.

In addition to these MESSC models, there are also comprehensive community sports clubs that have been developed and established on the initiative of local residents. Koyo Sports Culture Club in the Suginami Ward of Tokyo is one such example. The swimming pool opening committee organized by the P.T.A of the Koyo Lower Secondary School expanded and became a community sports club. This sports club keeps a clubhouse inside the school compound and uses the grounds and gymnasiums of elementary and lower secondary schools in the area, as well as the tennis courts of nearby companies and other facilities as bases for its activities.

Some sports associations are also making efforts to develop comprehensive community sports clubs. The Japan Professional Football League (J League), for example, is striving to develop comprehensive community sports clubs under its 100-year vision. Its member clubs are also promoting other kinds of sports, for example, by conducting basketball and volleyball classes. The Japan Amateur Sports Association is also making efforts to develop comprehensive community sports clubs with a focus on youth sports associations.

(4) Comprehensive Community Sports Clubs Overseas

In many European countries, extracurricular sports club activities have not been greatly developed. Instead, sports take place exclusively at community sports clubs. For this reason, there are comprehensive community sports clubs with firm roots in each region. Some countries even have legal stipulations for their establishment. In Germany, for example, sports clubs can be registered as corporations under the Verein Gericht (Club Law) if they meet certain conditions (e.g., they are non-profit, have at least seven members). Verein (clubs) registered as corporations are able to obtain certain rights (e.g., club revenues become tax exempt). Some of these clubs have their own facilities, while others are given preference in the use of public sports facilities in exchange for managing those facilities. Many sports clubs in Germany and other countries are large (averaging approximately 300 members) and cover most of their expenses through membership fees and revenue-generating operations (e.g., sales of goods, sales of drinks and food), but also get subsidies from their cities, sports associations and other sources.

(5) Directions for the Development and Establishment of Comprehensive Community Sports Clubs

As comprehensive community sports clubs are set up voluntarily by local residents for their own

sports activities, these residents should also fundamentally assume responsibility for the development and management of the clubs. Ideally, expenses for the management of the clubs should be covered as much as possible through membership fees and other revenue-generating operations, which would also promote the sustainability of the clubs.

However, as in the case of Germany, it is difficult for local residents to set up community sports clubs on their own. This makes some degree of administrative support necessary. Since it is difficult for clubs to build and hold facilities themselves, for example, the establishment of comprehensive community sports clubs requires administrative support in such forms as granting preference in the use of public sports facilities and school physical education facilities. There is also a need to consider the possibility of providing some kind of support in terms of the various expenses for managing comprehensive community sports clubs.

There is also a need to appropriately coordinate these activities with school extracurricular sports club activities. School extracurricular sports clubs are very important in providing students with the chance to engage in sports. It is necessary that the activities of these clubs and those of community sports clubs are appropriately coordinated so that each serves its respective role, etc. When a region is bustling with sports activity under comprehensive community sports clubs, for example, some of the school extracurricular sports club activities could be entrusted to those community clubs.

Comprehensive community sports clubs could even go beyond the framework of sports and become associations that also conduct activities related to health, such as health education. The Sports & Health Promotion Conference, proposed in a report by the Health and Physical Education Council in September 1997, is one such association. It is a comprehensive association under which an entire region promotes activities related to sports and health education. MESSC launched a model for the development of such an association in 1998. The model, called the "Children Play and Leisure Plan," aims to promote sports and health.

3. Sports Facilities

(1) Current State of Sports Facilities

Sports facilities are a basic requirement for the promotion of lifelong participation in sports and their development is extremely important in promoting sports. Japan's physical education and sports facilities numbered some 258,000 nationwide in October 1996 according to the "Survey on the Present Status of Facilities for Physical Education and Sports" conducted by MESSC in FY1998. More than 60% of these were school physical education facilities and 25% were public sports facilities. According to the "Opinion Survey on Stamina and Sports," the most often cited request regarding public sports facilities was for "an increase in the number of facilities available nearby," indicating that the expectations of the Japanese have not yet been met in quantitative terms.

A breakdown shows that some 160,600 of these are school education facilities (elementary through to university), about 65,500 are public sports facilities and approximately 31,900 are workplace facilities (established in governmental offices and companies aimed at improving employee welfare) or private sector sports facilities. In recent years, public sports facilities have been on the rise as the sports needs of the Japanese have increased. As for the type of facilities, gymnasiums accounted for the largest share at some 53,000, followed by multipurpose sports grounds at about 51,000, and outdoor swimming pools and tennis courts (see Table 3-6). As for facility size, a large proportion of track and field grounds, baseball and softball fields, ball game fields and *kendo* halls are large-scale facilities, while a large proportion of multipurpose athletic spaces, gymnasiums and judo halls are medium-sized. Universities, colleges of technology and public sports facilities have a large number of comparatively large facilities.

Table 3-6: Current State of Physical Education and Sports Facilities

	Total number	School physical education facilities	Public sports facilities	Workplace sports facilities	Private sports facilities
Number of sites (%)	258,026	160,614 (62.2)	65,528 (25.4)	12,737 (4.9)	19,147 (7.4)
Breakdown by major facilities					
Track and field grounds	2,863	1,433	1,261	141	28
Baseball/softball fields	12,319	2,450	7,943	1,607	319
Ball game grounds	2,854	1,381	1,070	318	85
Multipurpose sports grounds	51,019	40,234	9,127	1,364	294
Swimming pools (indoor)	4,611	1,008	1,625	161	1,817
Swimming pools (outdoor)	35,370	30,967	3,835	315	253
Gymnasiums	53,251	41,982	9,206	1,399	664
Judo halls	3,962	2,570	1,036	111	245
Kendo halls	3,513	2,202	900	107	304
Martial arts halls	7,643	5,978	1,451	168	46

Source: MESSC, "Survey on the Present Status of Facilities for Physical Education and Sports" (October 1996).

Looking at the use of sports facilities according to the "Survey on Health and Sports," while children mainly use school facilities, among adults the rate of private and public facility use is high, with the rate of private facility use higher than that of public facility use in large cities. As for the means of getting to the facilities, children using their school facilities walked or rode their bicycles, while the overwhelming majority of adults using private and public facilities went by car (see Figures 3-20, 3-21). The larger the size of the population, the smaller the number of people using cars and the more that walked or went by bicycle.

According to the "Opinion Survey on Stamina and Sports," the second most cited request regarding public sports facilities was related to a management matter, such as the later opening of facilities. In Japan, where people are said to work longer hours than in Europe and America, in order to improve the rate of sports activity, there is a need to open facilities early in the morning or late at night so that people can use them before or after work. Even if facilities are available, it is also essential to have appropriate sports programming and instruction so that people can enjoy sports. It is therefore necessary to place instructors in these facilities and to create an environment where users can engage in more fulfilling sports activities (see Figure 3-22).

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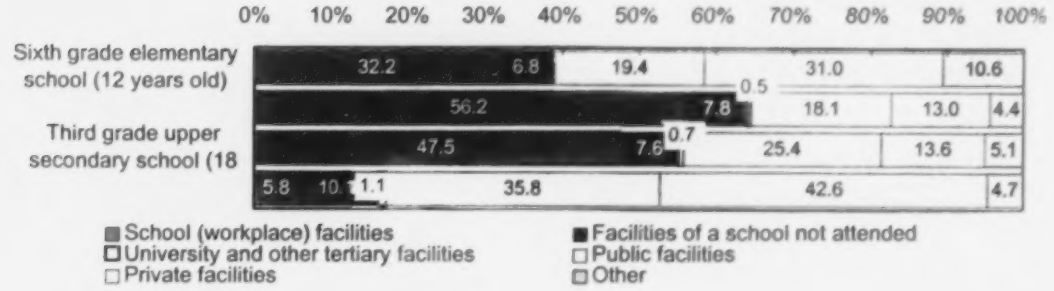
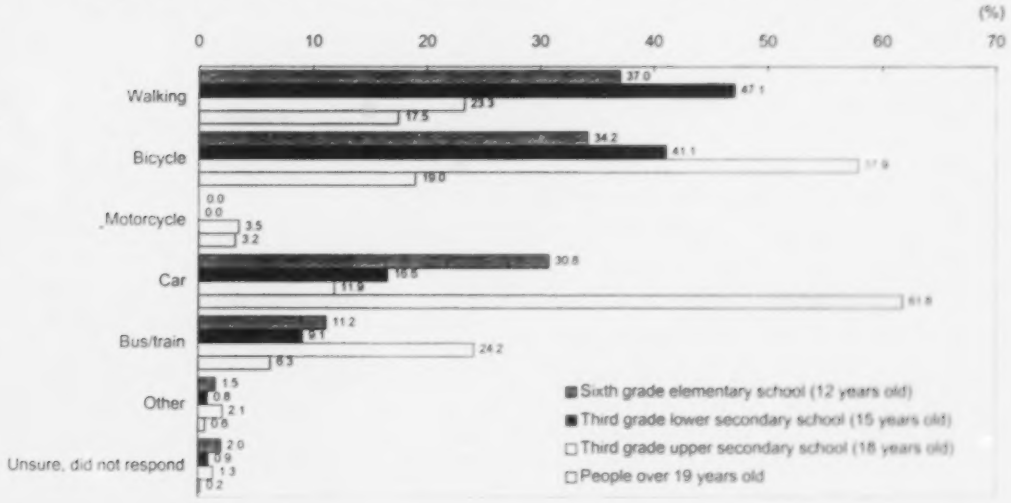
Figure 3-20: Type of Athletic/Sports Facilities Where People Do Sports More Than Once a Month



Source: MESSC, "Survey on Health and Sports" (FY1998).

Figure 3-21: Means of Getting to Athletic/Sports Facilities Used More Than Once a Month



(Multiple responses)

Source: MESSC, "Survey on Health and Sports" (FY1998).

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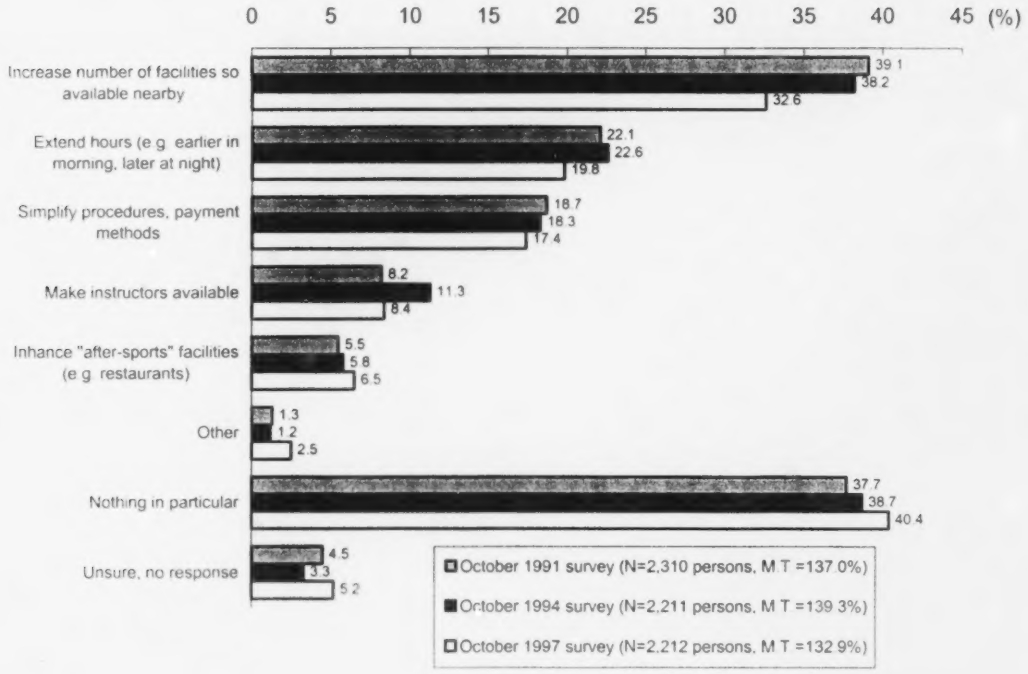
Figure 3-22: Requests Related to Public Sports Facilities



(Multiple responses)

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

In addition to public sports facilities, it is also necessary to make effective use of school physical education facilities, which account for 60% of all sports facilities. 98% of schools open their physical education facilities to their regional communities in some form or another, although not necessarily in a way that is matched to the local residents' needs. It is necessary to examine the further promotion of and ideal opening of those facilities.

(2) Development of Sports Facilities

It is important to further increase the number of public sports facilities, but it is also necessary to think about improving the quality. Sports needs at present have become more advanced, making it necessary to develop an environment where people can more comfortably engage in sports. One way to do this is by establishing clubhouses.

Clubhouses are also essential in developing comprehensive community sports clubs. Club members can deepen relations with each other by meeting in clubhouses, and they are places for exchange among the residents of a region. In addition to developing sports facilities, it is therefore necessary to also promote the development of clubhouses.

(3) Need to Further Open School Physical Education Facilities (Joint Use Approach)

School physical education facilities are the most familiar sports facilities and are expected to serve as community sports bases. It is therefore important that positive steps be taken to make them available to local residents. Schools are opening up their physical education facilities one after the other to their local residents. More than 80% of outdoor athletic fields and gymnasiums are open to local residents in one form or another, but only about 30% of swimming pools and 20% of outdoor tennis courts are (see Table 3-7). As for how the facilities are opened, boards of education play a central role in 58% of the cases, schools in 27% and local residents in 9%. While school physical education facilities are being opened, there are few cases where they are used for periodical programs. Moreover, the procedures for using them are complex and

information on their availability does not adequately reach the local residents. In this sense, the needs of the local residents are not adequately being met. Therefore, it is important to switch from the "open-door" approach (i.e., merely making school physical education facilities available to local residents) to a "joint use" approach (i.e., making those facilities a shared asset). In FY1998, MESSC started community sports exchange projects to promote "joint use" approach in school physical education facilities.

Table 3-7: Availability of Facilities by School Level

Facility type	School level	Number of schools with facility	Number of schools making facility available to public	Availability (%)	Availability in previous survey (%) (FY1989)
Outdoor athletic grounds	Total	37,673	30,216	80.2	82.1
	Elementary school	23,529	20,286	86.2	86.9
	Lower secondary school	10,054	7,893	78.5	79.7
	Upper secondary school	4,090	2,037	49.8	57.2
Gymnasiums	Total	37,120	31,593	85.1	84.7
	Elementary school	22,896	21,272	92.9	91.7
	Lower secondary school	10,081	8,769	87.0	84.4
	Upper secondary school	4,143	1,552	37.5	42.1
Swimming pools	Total	30,236	8,930	29.5	38.9
	Elementary school	20,059	7,033	35.1	44.6
	Lower secondary school	7,479	1,676	22.4	33.0
	Upper secondary school	2,698	221	8.2	12.2
Outdoor tennis courts	Total	10,080	1,989	19.7	25.6
	Elementary school	254	119	46.9	35.0
	Lower secondary school	6,223	1,178	18.9	27.0
	Upper secondary school	3,603	692	19.2	22.4

Source: MESSC, "Survey on the Present Status of Facilities for Physical Education and Sports" (October 1996).

(4) Effective Use of Public Sports Facilities

The problem of information on available hours, etc., not adequately reaching local residents occurs in the case of some public sports facilities as well. It is necessary to publicize such information, to simplify reservation procedures by the introduction of computerized reservation systems and to offer other services for the convenience of users.

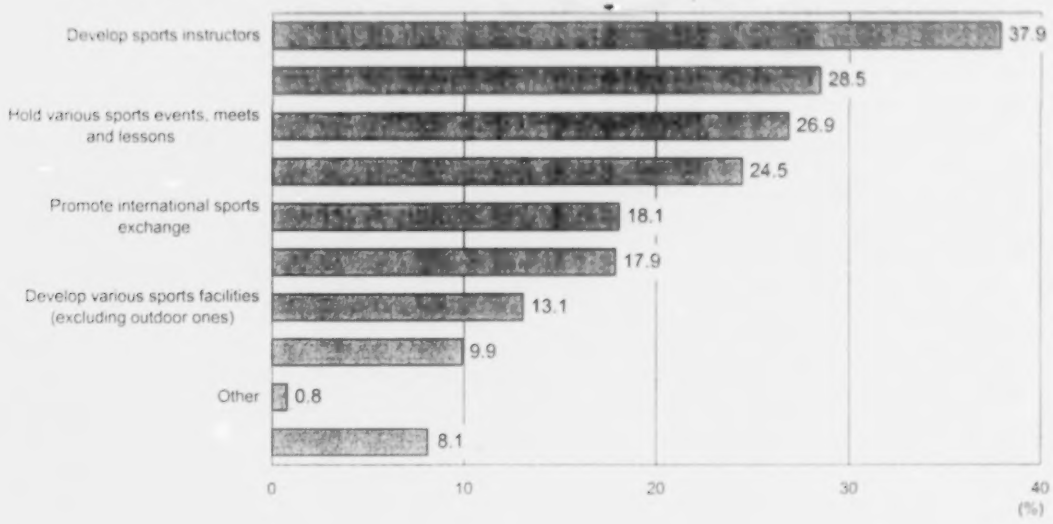
One way of ensuring that public facilities meet the needs of the local residents is to have them participate in the management and operation of the facilities. In Germany, for example, comprehensive community sports clubs are offered preferential use of public facilities in exchange for managing and operating them. Putting local residents' associations in charge of managing and operating sports facilities also helps reduce operating costs, making such an approach financially significant as well.

4. Training and Utilizing Sports Instructors

(1) Significance of Training Sports Instructors

According to the "Opinion Survey on Stamina and Sports," the Japanese want the central and local governments to dedicate their greatest effort to the training of sports instructors (see Figure 3-23). To get more people involved in sports and to make sports familiar in their daily lives, it is important to train and secure sports instructors. At the same time, with the diversification and the advanced level of Japanese sports activities today, there is a need both for more instructors and for better instructors. Instructors therefore need to have a broader education, specialized knowledge, including scientific knowledge, and a higher level of teaching skill. With an increase in accidents accompanying the boom in outdoor sports in recent years, instructors are more important in the area of accident prevention as well.

Figure 3-23: Requests to Central and Local Governments Related to Sports Promotion



(Multiple responses)

Source: Prime Minister's Office, "Opinion Survey on Stamina and Sports" (October 1997).

Central and local governments offer various courses aimed at developing sports instructors. MESSC also offers various training programs and courses, including the Lifelong Sports Promoters Course targeting community sports instructors and those in charge of boards of education. In particular, there are training courses to develop outdoor activity instructors, as well as safety promotion courses for mountain climbing instructors in response to the boom in this activity among middle-aged and senior citizens. Various training programs and courses for instructors are also offered at the Mountain Climbing Training Center due to the special concern for safety in this activity.

Mountain Climbing Training Center

The Mountain Climbing Training Center was established in Tateyama-cho, Toyama prefecture in 1967, following a spate of casualties in snowy mountains in 1963 and 1964. It was set up from the standpoint that training mountain climbing instructors and promoting safe mountain climbing throughout the country was important for the prevention of accidents.

The center is the only national training facility for mountain climbing instructors and plays a role both in mountain climbing training and in accident prevention related to that activity. At present, the following training programs and courses are sponsored by the center.

(1) Training Programs

Title of course	Season	Target participants
University Mountaineering Club Leaders Training Program	Spring Winter Summer	Students who are mountaineering club leaders or candidates for leadership
Mountain Accident Rescue Training Program	Summer	Persons under 50 years old who fulfill certain requirements
Upper Secondary School and College of Technology Mountain Climbing Instructor Summer Training Program	Summer	Faculty members who instruct mountain climbing at upper secondary school and colleges of technology, who are under 50 years old

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Group Mountain Climbing Instructors Training Program	Summer	Faculty members of elementary, lower secondary, upper secondary schools and colleges of technology, and instructors of youth groups, etc.
Instructor Training Program	Winter	Mountain Climbing Training Center instructors

(2) Courses

Title of course	Season	Target participants
Snow Skills Course	Spring	Persons under 50 years old who fulfill certain requirements
Rock Climbing Course	Summer	
Alpine Ski Course	Winter	

(2) Certification System for Sports Instructor Development Programs

In addition to offering various training programs and courses to improve the quality of sports instructors, MESSG established the Certification System for Knowledge and Skill Assessment Programs for Sports Instructors in 1987. Under the system, the Minister of Education, Science, Sports and Culture certifies those sports instructor development programs conducted by sports associations that meet certain standards and that should be encouraged. At present, development programs have been certified for six categories of instructors in various types of sports activity (1) Instructors for 33 types of community sports, (2) 34 types of competitiveness improvement instructors, (3) 6 types of commercial sports facilities instructors, (4) sports programmers who instruct various competitive activities, (5) recreation instructors, and (6) youth sports instructors. To date, some 80,000 instructors have been developed under this system (see Table 3-8).

In October 1998, outdoor activity instructors in various sports activities were newly approved as meeting the aims of this system. Athletic trainers, who communicate between sports doctors and coaches as instructors covering a variety of sports activities, were also newly approved.

(3) Physical Education Leaders

It is important that sports promotion policy be carried out in conjunction with the lifestyles of local residents. In this sense, municipal policy forms the foundation for sports promotion. The promotion of these municipal policies falls in the hands of physical education leaders, as stipulated in Article 19 of the "Sports Promotion Law." These leaders, numbering some 60,000 nationwide, primarily taught practical sports skills to local residents at first. With the enhancement of instructor training through various sports associations, however, they are now expected to play the role of community sports coordinators, especially as development coordinators for comprehensive community sports clubs.

Table 3-8: Establishment of Knowledge and Skill Assessment Programs for Sports Instructors as of October 1998

I Community sports instructors	II Instructors for improving competitive strength	III Commercial sports facility instructors	IV Outdoor activity instructors
Activity	Activity	Activity	Activity
1. Archery	1. Weightlifting	1. Aerobics	1. Orienteering
2. Aerobics	2. Canoeing	2. Golf	2. Camping
3. Curling	3. Karate	3. Swimming	3. Cycling
4. Canoeing	4. *Kyudo* (Japanese archery)	4. Skiing	4. Hosteling
5. Karate	5. Soccer	5. Skating	
6. *Kyudo* (Japanese archery)	6. Mountain climbing	6. Tennis	
7. Gateball (Japanese croquet)	7. Bicycle racing		
8. *Kendo*	8. Judo		
9. Soccer	9. Swimming		
10. Mounting climbing	10. Skiing		
11. Bicycle racing	11. Skating		
12. Bayonet fencing	12. Rowing		
13. Swimming	13. Soft tennis		
14. Skiing	14. Softball		
15. Scuba diving	15. Gymnastics		
16. Sumo	16. Ping pong		
17. Rowing	17. Tennis		
18. Soft tennis	18. Japanese halberd		
19. Softball	19. Soft baseball		
20. Gymnastics	20. Horsemanship		
21. Ping pong	21. Basketball		
22. Tennis	22. Badminton		
23. Japanese halberd	23. Volleyball		
24. Horsemanship	24. Handball		
25. Basketball	25. Fencing		
26. Badminton	26. Bowling		
27. Volleyball	27. Boxing		
28. Handball	28. Hockey		
29. Bowling	29. Yachting		
30. Yachting	30. Rifle shooting		
31. Rifle shooting	31. Rugby		
32. Rugby	32. Track and field		
33. Track and field	33. Wrestling		
34. Wrestling			
V Sports programmers	VI Recreation instructors	VII Youth sports instructors	VIII Athletic trainers
Type 1 Type 2			

Source: MESSC.

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The first All Japan Marine Sports Fair

(4) Future Direction for the Training and Utilization of Sports Instructors

In order to effectively and actively utilize developed instructors, there is a need to further enhance "leader bank" registration systems and supply systems at the prefectural and municipal levels, and to build information systems to enable residents to obtain information about instructors.

Sports instructors, excluding some who provide instruction at private sports clubs, have traditionally worked on a voluntary basis at community sports clubs and elsewhere. To develop and firmly establish comprehensive sports clubs and develop better sports environments in the future, however, there is a need to consider the placement of paid instructors.

The typical image of a sports instructor is that of a person who devotes his/her self to teaching sports skills. In the future, however, as with the changing role of physical education leaders, there is a need for instructors who not only teach sports skills, but who are also capable of developing sports clubs and managing sports facilities.

5. Implementation of Sports Programs

In addition to the wonderful performances of top athletes competing in the Olympics and other world-class events, there are sports programs close to people's everyday lives. These programs are conducted at various levels from municipalities to prefectures to the entire nation, giving people a chance to enjoy sports matched to their interests and to make those activities a firm part of their daily lives. These sports programs get people started in sports and provide goals and encouragement in continuing them. MESSC holds various sports events, as follows.

(1) National Sports and Recreation Festivals

National sports and recreation festivals have been held since 1988 in various places around Japan and provide an opportunity for all generations to engage in sports and recreational activities. The tenth festival was held in Okinawa prefecture in November 1997. The eleventh was held in Gifu prefecture in October 1998.

(2) Lifelong Sports Convention

Lifelong Sports Convention '98 was held in Chiba prefecture in February 1998 under the overall slogan "The realization of a fulfilling sports life." Relevant persons in government, business and academia gathered for research conferences and information exchanges on issues related to the promotion of lifelong participation in sports.

(3) All Japan Outdoor Sports Fair/All Japan Marine Sports Fair

The All Japan Outdoor Sports Fair has been conducted since FY1996, and the All Japan Marine Sports Fair since FY1997, with the aim of further disseminating activities such as camping, cycling, scuba diving, yachting and other outdoor sports amid the recent heightened interest in such activities in Japan. The fairs include hands-on courses and symposiums. In FY1998, the All Japan Outdoor Sports Fair was held in Aomori prefecture and the All Japan Marine Sports Fair in Mie prefecture.

(4) Health-Sports Day Events

Health-Sports Day, a national holiday, was established to increase and broaden understanding and interest in sports among the Japanese people. On this day, various activities (e.g., stamina tests and consultations) take place and MESSC announces the results of its annual "Stamina and Ability to Exercise Survey." MESSC is currently improving certain test items and methods of conducting the survey.

6. Developing and Supporting Sports Associations

Sports associations have played a major role in the promotion of sports in Japan. The Japan Amateur Sports Association, Japanese Olympic Committee,

Second Outdoor Sports Fair (Gifu Prefecture)

National Recreation Association of Japan and central sports associations have long promoted the setting of rules, hosting of national competitions, training of instructors and the development of clubs, as well as instructional and promotional programs, and research and survey efforts.

Sports associations are diversifying in accordance with the recent diversification of sports. There are associations for new types of sports, outdoor activities and youth sports as well as associations supporting sports events conducted by sports associations, and more.

Making use of assistance from the Sports Promotion Fund (described later) for the promotion of national competitions, MESSC is promoting the development of various sports associations that meet the diverse needs of the Japanese with a view to promoting lifelong participation in sports.

7. Sports Services

(1) Private Sports Industry

The private sports industry also plays an important role in realizing a fulfilling sports life. The private sports industry supports golf, tennis, swimming, fitness and bowling, primarily using sports facilities procured in the commercial market. These are areas where the public sector has had limited involvement (outdoor public swimming pools have been set up, but not many public swimming pools are indoor that can be utilized year-round) and areas where there is great demand. The private sports industry plays an important role in the realization of a lifelong sports society.

The services provided by the private sports industry, however, tend to be only for sports where there is great demand, and entrance fees and memberships are expensive. As the Japanese come to insist strongly that their specific choices are met, it is important that cheaper, high quality services be made available.

(2) Company Cooperation Toward Sports

Companies have their own sports teams and sponsor or support sports events in order to improve corporate image and to make a contribution to society. By so doing they contribute to the improved competitiveness and dissemination of sports in Japan. They especially play a major role in training and strengthening top athletes by recruiting them and providing them with a sports environment.

Company sports, however, are vulnerable to economic conditions. In times of recession, sports teams are often the first initiative to be terminated or temporarily halted. Company sports also tend to be biased toward the current sports fad, with support being given to volleyball at one time, then women's marathon at another, etc.

As companies are expected to continue playing a major role in the promotion of sports in Japan, it is desirable to continue facilitating this support. Company support has traditionally been biased toward competitive sports. In the future, however, it is desirable that companies actively share their sports facilities, instructors and other resources for the promotion of sports in communities, as members of their local communities. In FY1998, a system was set up to extend tax breaks to companies which make their sports facilities available to local residents through local governments.

SECTION 4: SPORTS LIFE AND ENVIRONMENTS IN OTHER COUNTRIES

This section looks at sports awareness and unique measures taken for the promotion of lifelong participation in sports in seven countries (Canada, Sweden, United Kingdom, France, Germany, Australia, New Zealand) based on the "Survey on the Promotion of Sports Abroad" conducted by MESSC in March 1998.

1. Exercise and Sports Awareness

Exercise and sports awareness in other countries were examined with a focus on preference and participation. The results are as follows.

(1) Canada

According to the 1995 "Physical Activity Monitor Report" of the Canadian Fitness and Lifestyle Research Institute, the activities with the highest rate of participation were: (1) walking, (2) gardening, (3) home exercise, (4) social dancing, (5) swimming, (6) bicycling, (7) skating, (8) baseball, (9) bowling, (10) jogging, (11) weight training and (12) golf.

According to the 1992 survey conducted by Statistics Canada, 3.2 million Canadians aged 15 or older belonged to sports clubs and associations. That was about 15% of the 9.5 million Canadians in that age group.

(2) Sweden

The national survey on sports activities in Sweden makes a distinction between the competitive sports population and the leisure sports population. The most popular sports in the latter category were: (1) skiing, (2) bicycling, (3) swimming, (4) gymnastics, (5) track and field, (6) walking, (7) badminton, (8) floor ball (players use plastic sticks to pass and dribble a ball, trying to shoot at the opponent's goal and score points), (9) golf and (10) tennis.

Some 4.4 million Swedes belong to regional sports clubs (total: 18,000) or sports associations (total: 22,000). That accounts for about half of the Swedish population of 8.8 million.

(3) United Kingdom

According to the results of the General Household Survey conducted by the Office of Population Census and Survey in 1993, 29 million adults take part in sports or recreational activities at least once a month. This is roughly two-thirds of the adult population in the country. As for sports orientation, there is declining participation in competitive sports (against opponents) and team sports, but an increase in fitness-oriented, largely non-competitive activities such as walking, swimming, bicycling, aerobics and weight training.

Data show that 11-16% of the population belong to sports clubs.

(4) Australia

According to the National Health Survey conducted in 1997, about 4.7 million Australians, or roughly one-third of the population aged 15 or older, were involved in sports in some capacity. The rate of participation for men was about 40% and that for women about 25%. The most popular sports, in order, were aerobics, golf, tennis, netball, lawn bowling and swimming.

Australia has about 24,000 sports clubs and some 6.5 million people, or about one-third of the total population, are registered at them.

2. Unique Measures Taken for the Promotion of Lifelong Participation in Sports

There are various measures taken for the promotion of sports according to the individual circumstances of each country. Australia's "Aussie Sports," introduced in Section 3, Chapter 1, is one such example. As the foundation and background of lifelong participation in sports is different in each country, it is not easy to make an overall comparison of the measures implemented by each government. The following is a summary of measures considered especially unique.

(1) France—System for the Certification of Qualified Instructors

France is the only EU member with a national certification system for sports instructors. It has attracted world attention as a system that seeks a consistent path from development to qualification to employment. Laws have been established to prevent the employment of instructors as paid specialists unless they have been certified as a result of national tests. Certified instructors are active in private sports clubs and private company welfare divisions as well as on national teams and at public facilities. There is also a system for supplying nationally certified sports specialists from the Ministry of Youth and Sports (Ministère de la Jeunesse et des Sports).

There are three levels of national certification (basic, intermediate, advanced) and tests not only cover professional knowledge in physical education and sports science, but also include essays and foreign language examinations. Next, applicants must complete designated course work, then pass a final examination composed of written tests, verbal tests and practical skills tests.

(2) Germany—Golden Plan

Germany has been implementing a sports promotion plan, "Golden Plan," for better provision of sports facilities, while under the slogan "Sports for Everybody," various kinds of programs have been introduced in sports clubs activities.

In West Germany in 1960, the federal government, the federal parliament (Bundestag), and state and municipal governments were encouraged to complete the Golden Plan over the ensuing 15 years based on standards for the establishment of comprehensive sports facilities. Total investment into the construction of facilities over the 15-year period from 1961 to 1975 was about 15 billion marks (approximately 1.1 trillion yen). After the completion of the first 15-year Golden Plan in 1975, new standards were stipulated based on the need to continue building sports facilities. The Golden Plan has been supported in part by revenues from the soccer lottery (Toto) in Germany.

This plan has helped advance community sports in Germany. The number of participants in sports has grown rapidly from 6 million to 26 million (roughly one-third of the population).

Some 86,000 comprehensive community sports clubs were registered according to a 1996 survey. These clubs, as bases for the sports activities of local residents and essential places for social interaction, have established deep roots with the support of resident volunteers.

A comprehensive community sports club (Sportschule) in Munich, Germany

(3) New Zealand—Program Development

In New Zealand, the Hillary Commission for Sport Fitness and Leisure plays a major role in sports promotion policy. This commission is comprised of 9 members appointed by the government, carries out various activities. Most notable is the development of sports programs targeting specific groups (e.g., infants, young people, workers, women, senior citizens, the disabled).

CHAPTER 4

IMPROVING INTERNATIONAL COMPETITIVENESS AND PROMOTING INTERNATIONAL SPORTS EXCHANGE

The Japanese team wins gold in the Nagano Olympics Ski Jumping Team Event
(Pictured left, Masahiko Harada; right, Kazuyoshi Funaki)

© Toshihiro Kitagawa/AFLO SPORT

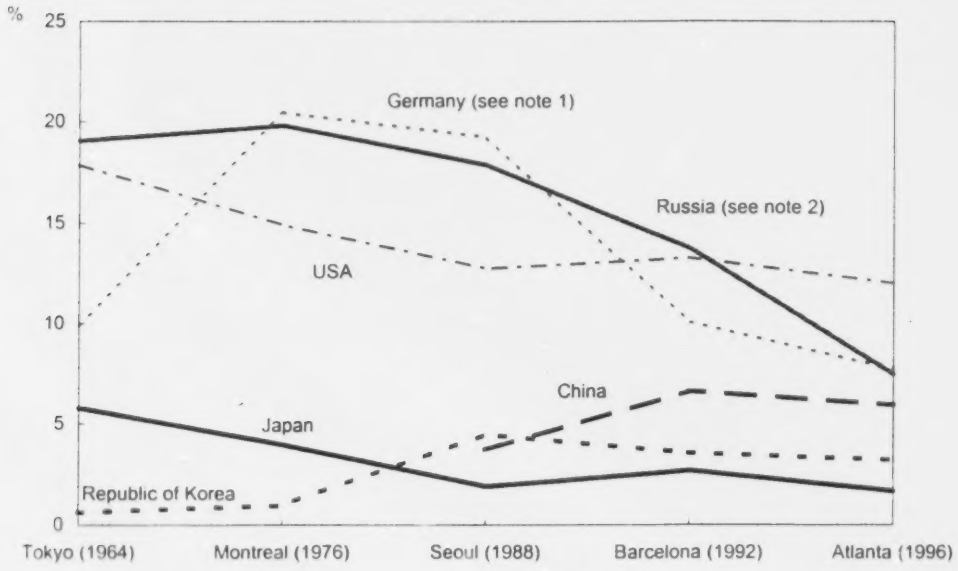
SECTION 1: CURRENT STATE OF THE INTERNATIONAL COMPETITIVENESS OF JAPAN

Competitive sports, through which both athletes and non-athletes can enjoy the wonder of not only competing but also watching sports, contribute greatly to the dissemination and development of sports in Japan and to the formation of an active and healthy society. In promoting competitive sports, it is essential to work toward the goal of improvement of competitiveness. However, in recent years, while the standard of competition of countries around the globe has been improving, Japanese athletes have had great difficulty achieving strong results in international competitions.

One example that demonstrates this is the number of medals won by Japan in the Summer Olympics. At the 1964 Tokyo Olympics, Japan won 29 medals, including 16 golds, a figure that more or less remained consistent in several following Olympic Games. However the number of medals won at the 24th Seoul Olympics decreased. At the Atlanta Olympics, in spite of the fact that the number of events and the number of Japanese athletes participating were higher than ever before, Japan won only 14 medals.

More recently, Japan won ten medals, including five golds, at the Nagano Olympic Winter Games, the best results for Japan in the history of Olympic Winter Games, and the Japanese soccer team made its debut appearance in the FIFA 1998 World Cup Finals in France. However, on the whole, a low level of competitiveness has been evident for a long period (see Figure 4-1).

Figure 4-1: Medals Won in Olympic Competition
(1) Ratio of Medals Won in Summer Olympic Games by Country



(Number of medals won)

Country	Tokyo (1964)	Montreal (1976)	Seoul (1988)	Barcelona (1992)	Atlanta (1996)
USA	90(36)	94(34)	94(36)	108(37)	101(44)
Germany (see note 1)	50(10)	129(50)	142(48)	82(33)	65(20)
Russia (see note 2)	96(30)	125(47)	132(55)	112(45)	63(26)
China	–	–	28(5)	54(16)	50(16)
Republic of Korea	3(0)	6(1)	33(12)	29(12)	27(7)
Japan	29(16)	25(9)	14(4)	22(3)	14(3)
Total	504	631	739	815	842

Notes:
1. Total up to Seoul 1988 refers to the sum of West and East Germany.
2. Total up to Seoul 1988 refers to the USSR, total for Barcelona 1992 refers to EUN.
3. The ratio of medals won = the number of medals won by each country/the number of medals in all events x 100.
4. The figures inside parentheses under "Number of medals won" denote number of gold medals.

Source: MESSC Survey.

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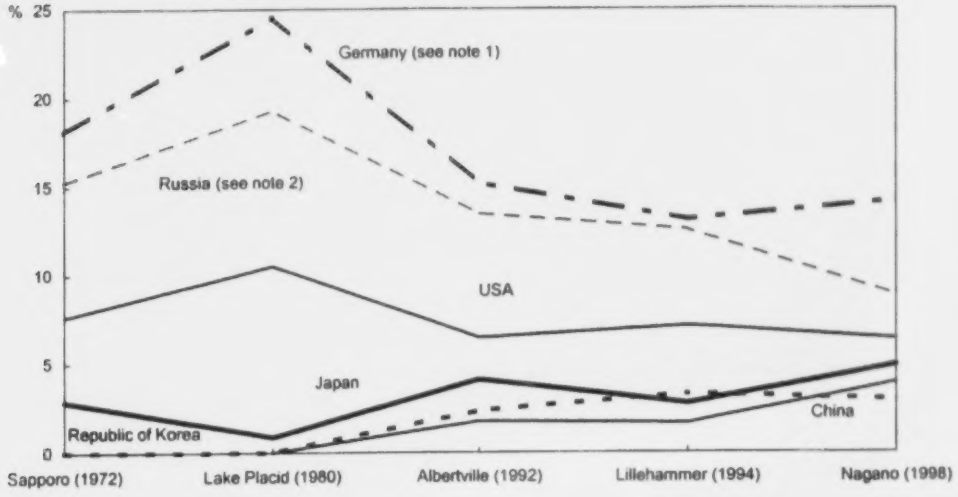
(2) Ratio of Medals Won in Winter Olympic Games by Country



(Number of medals won)

Country	Sapporo (1972)	Lake Placid (1980)	Albertville (1992)	Lillehammer (1994)	Nagano (1998)
USA	8(3)	12(6)	11(5)	13(6)	13(6)
Germany (see note 1)	19(7)	28(9)	26(10)	24(9)	29(12)
Russia (see note 2)	16(8)	22(10)	23(9)	23(11)	18(9)
China	–	0(0)	3(0)	3(0)	8(0)
Republic of Korea	0(0)	0(0)	4(2)	6(4)	6(3)
Japan	3(1)	1(0)	7(1)	5(1)	10(5)
Total	105	114	171	183	204

Notes:
1. Total up to Lake Placid 1980 refers to the sum of West and East Germany.
2. Total up to Lake Placid 1980 refers to the USSR, total for Albertville 1992 refers to EUN.
3. The ratio of medals won = the number of medals won by each country / the number of medals in all events × 100.
4. The figures inside parentheses under "Number of medals won" denote number of gold medals.

Source: MESSC Survey

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SECTION 2: TOWARD THE IMPROVEMENT OF INTERNATIONAL COMPETITIVENESS

1. Construct a Total System in which Competition Ability Increases

In the September 1997 report of the Health and Physical Education Council, the following were indicated as causes of the low level of Japan's competitiveness in comparison with other major countries:

(1) A lack of consistent instruction to athletes from the Junior level onwards.
(2) An insufficient curriculum to develop athletes using the results of sports medicine and science.
(3) A lack of training facilities offering support from a sports medicine and science perspective.
(4) A lack of outstanding instructors, expert coaches and teaching personnel with international experience.
(5) An insufficient consideration for entry into high school or university and post-retirement career courses of athletes.

In order to improve this situation and to increase the international competitiveness of Japan, the report proposed the building of a Total System for the improvement of competitiveness, encompassing the following points:

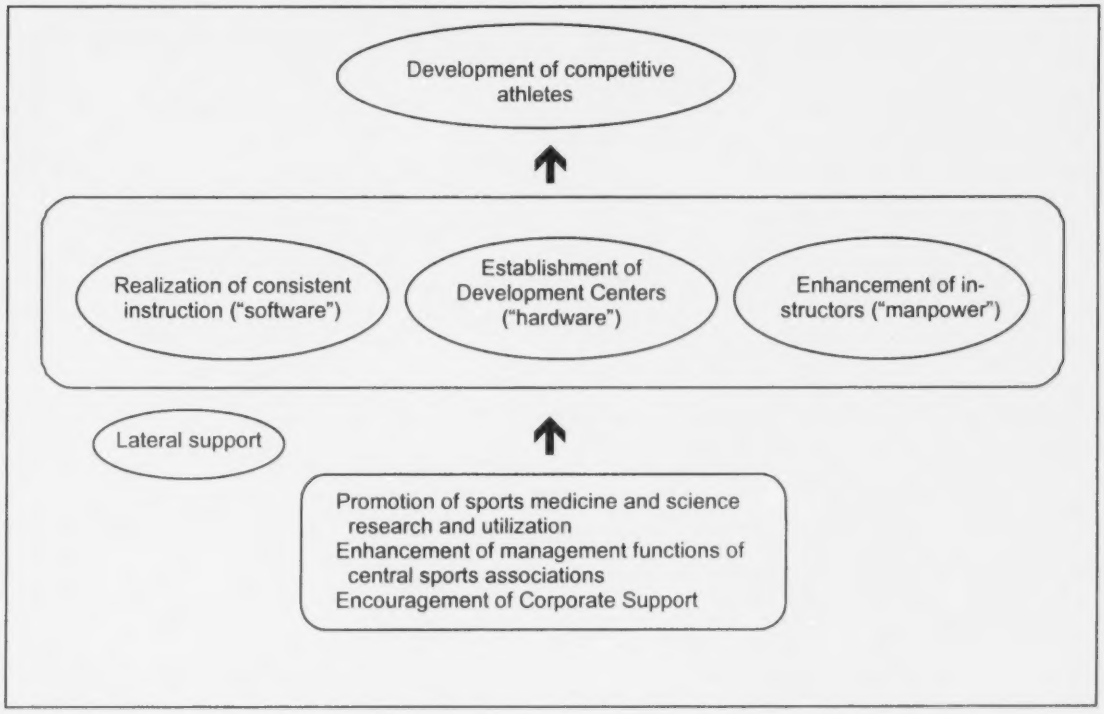
(1) The establishment of a framework ("software") which realizes consistent instruction from the Junior to Top Levels.
(2) The establishment of facilities and equipment ("hardware") for the above purpose.
(3) The cultivation of human resources ("manpower"), such as coaches and teaching personnel.

In addition to these direct measures for the improvement of competitiveness, this comprehensive system also integrates lateral measures for conditional improvements, such as the enhancement of sports medicine and science research and financial and other support systems. It is essential that the building of such systems is positively addressed by MESSC, local governments, the Japan Amateur Sports Association, the Japanese Olympic Committee (JOC) and central sports associations (see Figure 4-2).

2. The Establishment of a Consistent Instruction System

The strengthening of Japanese athletes until now has focused mainly on athletes who have distinguished themselves and been selected on the basis of their natural ability in each age group. However, in order to produce successful athletes at the international level, it is important to realize a consistent instruction system to discover the abilities and natural gifts of athletes as early as possible, and to develop these athletes in an organized, carefully planned manner from Junior level, based on the concept that regardless of change in instructors or place of activities, the philosophy and content of instruction will remain consistent.

Figure 4-2: A Total System in Which Competition Ability Increases


Development of competitive athletes
Realization of consistent instruction ("software")
Establishment of Development Centers ("hardware")
Enhancement of instructors ("manpower")
Lateral support
Promotion of sports medicine and science research and utilization
Enhancement of management functions of central sports associations
Encouragement of Corporate Support

"Policy Guidelines for a Consistent Instruction Curriculum (Draft for Reference)" were proposed in the September 1997 report of the Health and Physical Education Council. MESSC entrusted model projects for the building of the consistent instruction system to the Japanese Olympic Committee (JOC), starting from FY1998. In cooperation with central sports associations JOC has been working on the following proposals which have been drawn up: 1) a consistent instruction curriculum, 2) a system at the Junior-level for early discover of talents, 3) the development of coaches and teaching personnel and the utilization of private individuals, and 4) a system to strengthen the organization of central sports associations, such as reliable fund-raising (see Table 4-1).

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Table 4-1: Policy Guidelines for a Consistent Instruction Curriculum (Draft for Reference)

Displayed for all ages are general criteria. It is necessary to give consideration to the special characteristics of each sport, the state of growth and development of the individual, and the differences in growth of males and females.

		Main characteristics of growth and development	Objectives of instruction	Angle of instruction
Stage one	0–9 years	• Development of the nervous system • Lack of a long concentration span	• Awakening curiosity toward sports • Acquisition of bodily skills • Acquisition of the basic skills (of a specific sport)	• Establishment of exercise based on experiencing success • Experiencing a wide range of sports (application of simple rules in consideration of growth and development) • Comprehension of the interest derived from competition, and from offense and defense maneuvering • Instruction on the diverse movements which are the basis for sports • Instruction on the basic skills of a specific sport
Stage two	10–13 years	• Development of muscle stamina, physical stamina • Development of the respiratory and circulatory systems • Manifestation of secondary sexual characteristics • Increased desire for achievement	• Fostering the will and attitude to pursue sports • Development of a spirit of fair-play • Selection of a specific sport, acquisition of basic skills • Development of exercise endurance (Where a specific sport has been undertaken in Stage One) • Acquisition of specialized skills	• Establishment of appropriate goals of attainment in a specific sport • Participation in a wide variety of sports while specializing in one sport to a degree • Instruction on competing while paying respect to one's opponent, as well as learning how to follow rules • Instruction which enables children to resolve individual issues, think for themselves and encourage ingenuity • Instruction on basic training based on sports medicine and science • Instruction in regard to sexual maturity and differences in sex • Transfer from basic to specialized instruction in a specific sport
Stage three	14–18 years	• Enhancement of physique, stamina and ability to exercise • Establishment of individual identity	• Development of self-respect and an ability for self-analysis as an athlete • Development of speed and power • Acquisition of specialized skills in a specific sport	• Establishment of end goals as athletes • Overall human education as athletes • Instruction which allows independent training responding to individual weaknesses • Implementation of full-scale training necessary in a specific sport based on sports medicine and science • Training and instruction on the prevention of injury • Instruction on specialized skills in a specific sport
Stage four	19+ years	• Maximum enhancement of physical capabilities • Start of falling from peak of stamina and ability to exercise in some athletes	• Development of a sense of responsibility as top-level athletes and persistence in competition • Completion of specialized skills • Extension of the peak period of competitiveness • Achievement of positive results at main international competitions • Development of an international understanding and ability to communicate	• Establishment of self-analysis and new themes on a global-level • Increase in stamina to endure rigorous training • Development of new skills and tactics based on global trends • Strengthening and coordination with consideration to main competitions • Increase in mental strength to bring about good results in competitions • Foreign language education and development of good behavior in line with a sense of internationality

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3. Utilization of Sports Medicine and Science and the Establishment of National and Local Centers for Developing Athletes

In order to develop athletes at an international level, a thorough application of the results of sports medicine and science research for strengthening athletes is required. Both the Health and Physical Education Council and the National Council on Educational Reform have indicated that sports medicine and science in Japan falls behind other countries, and have recommended the urgent establishment of institutes of sports medicine and science and a national training center.

Based on such proposals, MESSC decided to establish the Japan Institute of Sports Science, a nationwide center for sports medicine and science research, the accumulation and provision of information, and the development of scientific training methods. The Institute, to be situated at the Nishigaoka National Stadium, will be managed by the National Stadium and School Health Center of Japan. Construction began in FY1997, and completion has been scheduled for 2000.

Since 1997, in cooperation with the Institute, MESSC has been conducting surveys and research on how to organize an advanced, large-scale, comprehensive training facility (The National Training Center) in which top-level athletes can perform regular, concentrated training based on the results of sports medicine and science research. MESSC has been examining the ideal situation for a national training center suitable for Japan by conducting fact-finding surveys on foreign countries and surveys requested by national sports associations.

The Japan Institute of Sports Science

Together with the establishment of a center for developing top-level athletes, improvement in an environment in which athletes can perform daily training in the areas where they live, is important for the development of athletes at the Junior level.

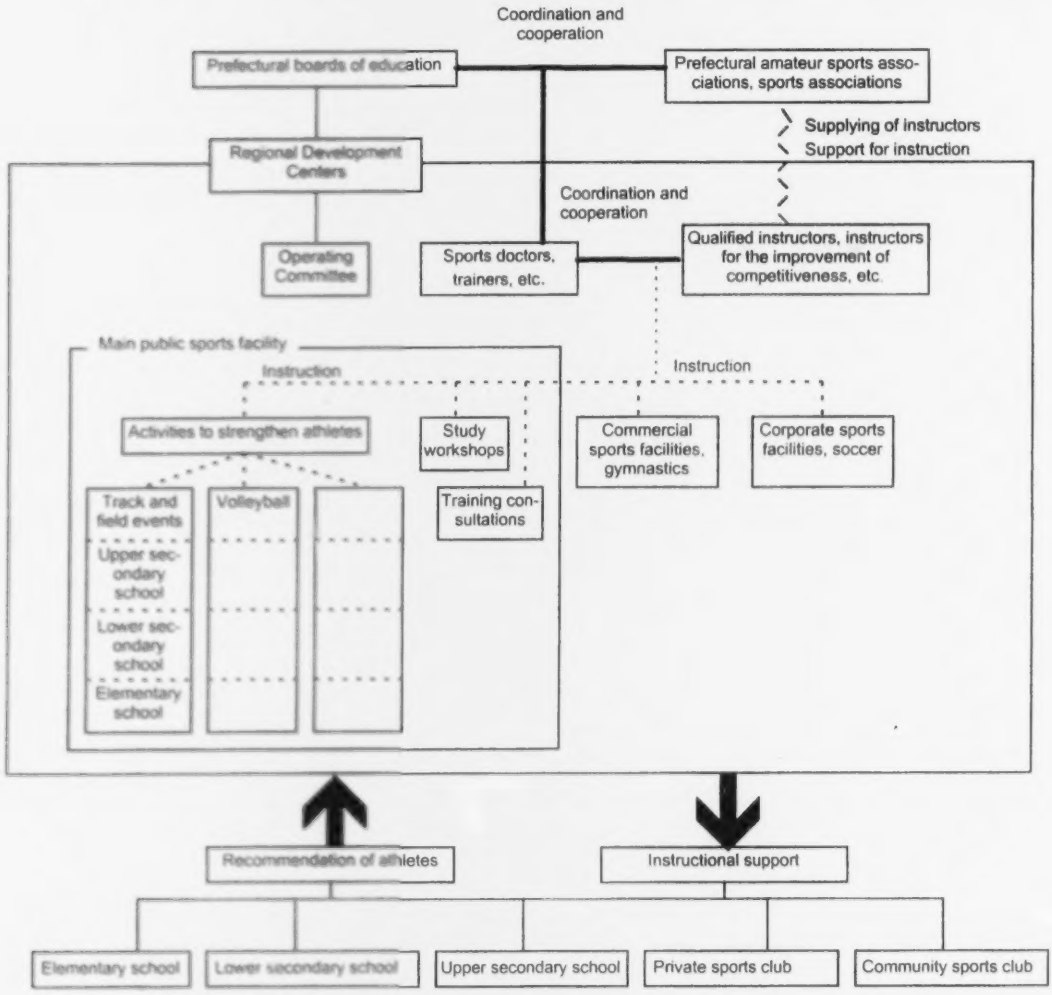
For this purpose, MESSC has been implementing the "Project to Establish Regional Centers for Strengthening Athletes," since FY1997 to give assistance to prefectures. This project will use key regional sports facilities as its centers, and will be carried out in cooperation with prefectural amateur sports associations and other sports associations, geared toward building a new development system, which includes the discovery of athletes from Junior level upward, and the establishment of a system of consistent instruction (see Figure 4-3).

Anti-Doping

Doping is the use of banned substances to enhance the competitiveness of athletes, and is strictly prohibited by the International Olympic Committee (IOC) and International Sports Federations (IF) because it: 1) opposes the spirit of fair play in sports, 2) damages the health of athletes, and 3) creates social problems, such as committing crimes due to addiction.

Sports associations in Japan, focusing on the Japan Amateur Sports Association and the JOC, perform doping controls based on IF regulations, and conduct educational anti-doping activities designed to educate athletes and instructors. MESSC has been providing national subsidies to JOC projects since 1996 for the comprehensive promotion of anti-doping activities. Following on from this, the JOC has established the Council of Anti-Doping Movement Japan, examining various points of issue concerning anti-doping. In January 1998, a report was published which proposed the necessity of a National Coordination Organization for the promotion of unified anti-doping controls throughout professional and amateur sports in Japan.

Figure 4-3: Model Graphic of Project for the Establishment of Regional Development Centers



4. The Cultivation and Maintenance of Outstanding Instructors

It is important to cultivate and maintain high quality instructors in order to develop athletes at the international level. MESSC has established a system whereby the Minister of Education, Science, Sports and Culture gives approval for projects undertaken by sports associations to cultivate instructors for the improvement of competitiveness. As of April 1998, there were 41 designated sports, and 81,994 qualified instructors.

MESSC also hosts the National Summit Meeting of Sports Coaches for sports-related personnel, including coaches, sports medicine and science researchers, and prefectural sports administrators, who are working on the development and strengthening of top-level athletes. The Meeting aims, through study workshops and information exchange conducted by participants on issues in their own fields, to further the mutual understanding of those concerned, and to maintain a system for intensifying instruction based on systematic cooperation.

MESSC also assigns persons who have made particularly notable achievements in the improvement and promotion of physical education and sports in Japan as "sports instructors of special merit," and supplies them for sports

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projects sponsored by prefectures in order to utilize their outstanding skills and provide valuable first-hand experience (plan for FY1998: 15 sports, 24 persons, 41 projects).

5. Support Toward Projects for the Improvement of Competitiveness

Both the Japan Amateur Sports Association and the Japanese Olympic Committee (JOC) play an important role in the promotion of sports in Japan. The Japan Amateur Sports Association has the main responsibility of promoting public sports, and the JOC of improving international competitiveness. MESSC subsidizes various projects to improve sports ability undertaken jointly by either organization together with central sports associations.

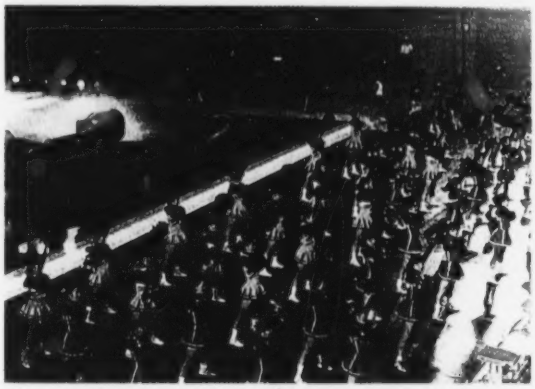
MESSC provides national subsidies to the Japan Amateur Sports Association for the following: 1) projects for the cultivation of sports instructors, 2) projects for the development of Junior-level athletes, 3) surveys and research in sports medicine and science, and 4) projects for sports exchange within the Asian region. It also provides national subsidies to the JOC for the following: 1) projects to strengthen athletes, such as holding intensive training camps, 2) international exchange projects, such as sending teams to the Olympic Games, Asian Games and other international competitions, and 3) projects for foreign study and training for instructors, in which young instructors are sent abroad for an extended period.

The Sports Promotion Fund (see p. 47), established in December 1990 at the National Stadium and School Health Center of Japan, also plays an important role in the promotion of sports in Japan by providing assistance in such areas as activities to strengthen athletes undertaken by sports associations, the hosting of competitions on a national and international scale, and the sports activities of athletes and instructors.

6. The National Athletic Festival

The National Athletic Festival (Kokutai) has been held every year since 1946 in order to improve the stamina of Japanese people by widely disseminating sports among Japanese people, and to contribute to the promotion of local sports and the development of local culture.

The Festival, which consists of inter-prefectural competition, is the largest sports event in Japan, and plays an important role as a national sports festival in the promotion of sports in Japan.



Opening Ceremony of the 53rd Summer Session of the National Athletic Festival in Kanagawa Prefecture

In FY1998 the Summer and Autumn Festivals were held in Kanagawa prefecture, and the Winter Festival in Hokkaido and Nagano. In FY1999 the Summer and Autumn Festivals will be held in Kumamoto prefecture, and the Winter Festival in the prefectures of Aomori and Toyama.

Foreign nationals who are enrolled at schools which come under Article One of the "School Education Law" are allowed to participate in the National Athletic Festival. Furthermore, in regard to the promotion of internationalization, the JASA has made provisions so that since the FY1997 Summer Festival, those foreign students who had until then been allowed to participate, could continue to participate after graduation in the National Athletic Festival.

7. Minister of Education, Science, Sports and Culture Awards

MESSC presents Minister of Education, Science, Sports and Culture awards to athletes and their instructors who have performed distinguished services in the promotion of sports in Japan, including those who have achieved outstanding results in international competitions. The awards are aimed at honoring the success of the recipients, to inspire them to further endeavor,

and to arouse the interest of Japanese people in sports.

A distinction is made between the presentation of Minister of Education, Science, Sports and Culture awards for Olympic medalists, and awards to athletes who have achieved outstanding results in other competitions. The awards for the former are based on the "Olympic Medalist Award Regulations," (MESSC ordinance) legislated in February 1994, and have been in effect since the 1994 Winter Olympic Games in Lillehammer.

Reward Payments to Olympic Medalists

The Japanese Olympic Committee (JOC) has been making reward payments to Olympic medal winners since the 1992 Winter Olympic Games in Albertville in order to honor the success of athletes who have achieved outstanding results, and to inspire them to further endeavor. In consideration of the special characteristics of the Olympic Games, with the FY1994 revisions to the tax system, income tax and residents' tax have not been levied on reward payments since the 1994 Winter Olympic Games in Lillehammer. In the past, athletes who had won more than one medal only received a reward payment for one highest ranking medal. However since the 1998 Winter Olympic Games in Nagano, athletes now receive a reward payment for each individual medal won.

8. Activation of Corporate Support for Sports

Sports and business in Japan have a diverse relationship with one another. For example, corporate sponsorship is an essential condition of hosting a competition. Thus it is hoped that corporate support will continue to be given actively in the future.

The JOC has been promoting the "Gambare Nippon Campaign" (Go Japan! Campaign) since 1977 in order for the Japanese sports world to systematically address the issue of gaining various corporate financial and other support. The campaign aims to secure a part of the revenue for sports association projects to strengthen athletes. For this purpose, the JOC collectively administers the rights of portrait of athletes registered to member sports associations, and allows the use of their images in corporate advertising. In the September 1997 report of the Health and Physical Education Council it was proposed that new measures to provide thorough, effective marketing be examined. At present the JOC is examining approaches for the FY1999 campaign.

It is also important for the promotion of corporate support to sports associations, to address the taxation system. At present, the Japan Amateur Sports Association and the JOC have been designated as "special public interest corporations,"[1] and a certain degree of contributions to both corporations can be recorded as contributors' expenses, and can be deducted from taxable income for income tax and corporate tax calculation.

Contributions to special public interest corporations by individuals can be deducted from incomes as contribution deductions. It is specially permitted to consider corporate contributions to these corporations as contributors' operating expenses up to the same limit, in addition to the limit for inclusion of contributions in expenses generally permitted in other cases.

[1] "Special public interest corporations"

These are corporations that are certified under the Income Tax Law Enforcement Ordinance and the Corporation Tax Enforcement Ordinance and make a significant contribution to the promotion of the public interest, including promoting education or science, improving culture, or contributing to social welfare.

SECTION 3: PROMOTION OF INTERNATIONAL EXCHANGE THROUGH SPORTS

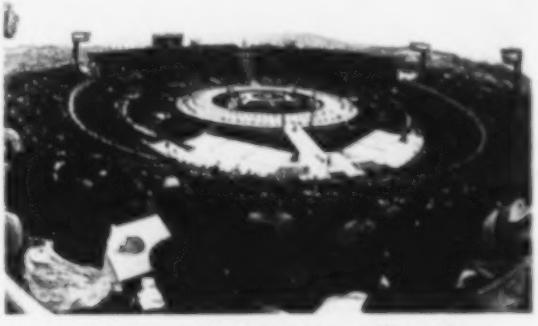
Sports are a common form of culture which rise above the barriers of language throughout the world. International exchange through sports contributes to the dissemination and development of sports not only in Japan but also in the rest of the world. At the same time they play an important role in the promotion of friendship and goodwill with other countries by furthering mutual understanding and acknowledgment of other peoples of the world.

1. The Hosting of International Competitions

The hosting of international competitions does not only contribute to the promotion of sports, international goodwill and regional promotion, but also provides people with dreams and invigorates them, especially the young, in whose hands lies the responsibility for the coming years, through providing an opportunity to watch competition among the top athletes of the world. According to the "Opinion Survey on Stamina and Sports," approximately 81% of respondents thought that the hosting of international events in Japan was good, showing positive support among the majority of Japanese people. In October 1997 MESSC established the post of Senior Specialist, International Sports Events, to liaise and coordinate between related ministries and agencies and the JOC regarding invitations to, and the hosting of, international competitions, and to provide guidance and advice on the project planning undertaken by organizations responsible for preparatory management.

2. The XVIII Olympic Winter Games in Nagano

The XVIII Olympic Winter Games in Nagano, held for 16 days from 7 February 1998 to 16 February 1998, was the largest Olympic Winter Games in history, with a record number of events, participating countries and participating athletes. In terms of results in competition, the performances of the Japanese team were outstanding. In total, the Japanese team won ten medals, including five golds, and 23 athletes finished between fourth and eighth place, the best results for Japan in the history of the Olympic Winter Games, creating great excitement among the Japanese and giving them dreams for the future.



Opening Ceremony of the XVIII Olympic Winter Games in Nagano
© Toshihiro Kitagawa / AFLO SPORT

The principal preparation and operating body for the event was the Organizing Committee for the XVIII Olympic Winter Games, Nagano 1998 (NAOC). Those who cooperated in the event included related sports associations, NAOC, personnel of Nagano City, other

municipalities involved and Nagano Prefecture, a vast number of management volunteers, and the national government. As a result of their preparation and management, event operations were carried out smoothly and the entire organization was highly praised by people from many countries, as well as the International Olympic Committee.

Hiroyasu Shimizu, gold medalist in the Men's 500 Meter Speed Skating at the Nagano Olympic Winter Games
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Concerning cooperation given by the national government toward the Games, the Chief Cabinet Secretary and the Minister of Education, Science, Sports and Culture were appointed as NAOC Committee Members, to cooperate in the management. The Prime Minister's Office established the Council for Preparatory Measures for the Olympic Winter Games in Nagano with the Chief Cabinet Secretary as president, structured at administrative vice-ministerial level in related ministries and agencies, which established liaison and coordinated on areas relating to government measures for preparing for the event.

In addition, for the purpose of event support, the "Law Concerning Special Measures Necessary for Preparation for and Management of the Nagano Olympic Winter Games" was legislated. Based on this, a postage stamp, from which a portion of the price was taken as contribution toward the Games, was published, contributing in all approximately 350 million yen (see Table 4-2).

Between FY1992 and 1997 MESSC subsidized the establishment of the six main venues which made up the Games' facilities (a total of 34 billion yen). Furthermore, in order to obtain wide understanding and cooperation from the Japanese people concerning the Winter Olympic Games, dissemination and informative education projects were developed from FY1993. In FY1993, a pamphlet aimed at elementary and lower secondary school students, *To Come Together as One Flower From the World*, was published and distributed in schools, followed by *Peace, Friendship, Nature and Emotion*, aimed at upper secondary school students and the general public in 1994, and *Olympic News* in 1995. In January 1992 the Winter Olympic Preparatory Office was established, followed in October 1996 by the Olympic Planning Director, Olympic Games, allowing for smooth preparation of the Games.

Table 4-2: Main Areas of Cooperation by the National Government of Japan toward the Nagano Olympics

Ministry/Agency	Main Area of Cooperation
Ministry of Justice	Cooperated toward the arrival and departure to and from Japan of persons involved in the Games (such as allowing entry into Japan with an ID card instead of a visa).
Ministry of Foreign Affairs	Provided every convenience for the arrival in Japan of persons involved in the Games.
Ministry of Finance	Accelerated customs operations relating to the Games, minted commemorative coins.

Ministry of Education, Science, Sports and Culture	Approved the establishment of the Organizing Committee, provided subsidies for the establishment of sports facilities, developed dissemination and informative projects.
Ministry of Health and Welfare	Accelerated the quarantine process, supplied medical personnel at Games venues.
Ministry of Agriculture, Forestry and Fisheries	Accelerated the quarantine process, supported the hosting of local horse racing events.
Ministry of International Trade and Industry	Provided funding for the Olympics through profits gained by hosting motorcycle racing and bicycle racing.
Ministry of Transport	Provided assistance for the transportation of the Olympic Torch, supported the development of rail networks.
Ministry of Posts and Telecommunications	Issued commemorative stamps and postage stamps from which a portion of the price was taken as contribution, established post offices and other postal related facilities in areas such as the Olympic Village, contributed to the construction of radio facilities.
Ministry of Construction	Removed snow from the roads, improved the development of relevant road safety facilities, supported the development of road networks.
Ministry of Home Affairs	Conducted a National Lottery to support the event.
National Police Agency	Provided policing and oversaw the Olympic Torch Relay, provided protection for Japanese and foreign VIPs, provided security in the surrounding areas of the competition venues, gave support to traffic control.
Defense Agency	Maintained courses for competition, gave support at the Olympic ceremonies.
Environment Agency	Assisted in the use of low-emission vehicles which use electricity and natural gas.

Tae Satoya, gold medalist in the Freestyle Skiing Women's Moguls at the Nagano Olympic Winter Games
© Akira Takahashi / AFLO SPORT

Takafumi Nishitani wins gold in the Men's 500 Meter Short Track Speed Skating at the Nagano Olympic Winter Games
© GARY M. PRIOR / ALLSPORT / AFLO SPORT

Furthermore, in August 1997 the city of Osaka was chosen as the Japanese candidate city for the 2008 Summer Olympics, and activities to bring the Olympic Games to Osaka will be developed in the near future. As was clearly witnessed during the Nagano Olympic Winter Games, the hosting of an Olympic Games is extremely significant both to the promotion of sports in Japan, and to the promotion of international goodwill. MESSC has pledged its full support toward activities to bring the 2008 Summer Olympic Games to Osaka, fully utilizing the experience of past Olympic invitation activities. The International Olympic Committee will make its final decision in 2001 over which city will host the Games.

Tomomi Okazaki, bronze medalist in the Women's 500 Meter Speed Skating at the Nagano Olympic Winter Games
© Jun Tsukida / AFLO SPORT

The 1998 Winter Paralympic Games in Nagano

The Paralympic Games first began in 1948, when they were introduced by Dr. Ludwig Guttmann at the Stoke Mandeville Hospital in England for the rehabilitation of patients. The competition, which was known as the Stoke Mandeville Games, was hosted in 1960 after the Summer Olympic Games in Rome, using the same competition facilities. This was the first Paralympic Games. It was decided as a rule to continue to host the Paralympic Games in years when Olympic Games were to be held, using the same venue.

The Nagano Winter Paralympic Games were held after the XVIII Olympic Winter Games in Nagano, from 5-14 March 1998 inclusive. The Japanese athletes performed extremely well, winning 41 medals, including 12 golds. This left a strong impression on the Japanese people and went a considerable way to heightening understanding of, and interest in, sports for disabled persons.

Various sporting events for the disabled are also held in Japan, including the National Sports Games for the Disabled, which is held after the autumn session of the National Athletic Meet (Kokutai), and the National Sports Games for Intellectual Disabilities (*Yuaipikku*). There are also events in which people without disabilities compete on a par with disabled persons. For example, at the 10th National Sports and Recreation Festival held in Okinawa in November 1997, there were 88 disabled participants who competed in events such as ground golf, Japanese-style croquet and target bird golf.

Sports for the disabled should not only be considered as welfare measures, for example for the recovery of bodily functions and social participation, but also as fulfillment of the diverse needs of people, for example being able to enjoy sports as sports, and improving competitiveness through challenges. It is hoped that MESSC, the Ministry of Health and Welfare and other related ministries and agencies and general sport associations can work to promote sports for the disabled by cooperating closely with sports associations for the disabled toward the realization of normalization[2] in sports.

[2] Normalization
The concept that a normal society is created by the disabled living the same kind of life as the able-bodied.

3. Support Toward the FIFA 2002 World Cup Finals

The soccer World Cup Finals, held once every four years by the Federation Internationale de Football Association (FIFA), represent the pinnacle of soccer achievement, and are among the largest sporting events in the world, on a scale and with a degree of attraction which rivals the Olympic Games. The Japanese soccer team made its debut appearance in the 1998 World Cup Finals held recently in France, stirring up excitement in many Japanese people.

The FIFA Executive Committee decided, in May 1996, on a jointly hosted World Cup Finals to be held by Japan and the Republic of Korea in 2002. The hosting of the World Cup Finals in Asia for the first time coincides with the first joint hosting of the Finals in World Cup history.

Ten stadiums in Japan were selected in December 1996 as venues for World Cup Finals matches, and the Japan Organising Committee for the 2002 FIFA World Cup Korea/Japan (JAWOC) was established in December 1997, beginning full-scale preparations toward the Finals.

Following the decision on the joint hosting, the Government established the Council of Related Ministries and Agencies for Preparatory Issues Concerning the 2002 World Cup Finals in the Prime Minister's Office in July 1996, composed of Director-Generals of related ministries and agencies. This Council communicates and coordinates issues relating to government measures regarding preparation for the Finals. The Minister for Education, Science, Sports and Culture, and the Minister for Home Affairs were appointed executives of the Organizing Committee, and cooperate in its management. Furthermore, in May 1998, a Special Measures Law for Support to the World Cup Finals was stipulated, which determined special provisions relating to the issue of postcards from the sale of which a portion of the money received will be contributed to the event, and the supply of public officials to the Organizing Committee. These are exceptional measures similar to those carried out for the Nagano Olympic Games.

In order to ensure that the preparation and management of the Finals runs smoothly, MESSC established the 2002 FIFA World Cup Office in June 1996 and created the post of Senior Specialist 2002 FIFA World Cup Korea/Japan in October 1997, and has been improving these support systems (see Chart 4-4).

4. The Development of Programs for Wide-Ranging Sports Exchange

International sports exchange in Japan is currently developing over a broad spectrum, from top-level athletes to general citizens. This exchange, in addition to conventionally organized international competitions, is undertaken in a number of diverse ways, including sports exchange for local residents and sports-related exchange workshops, research and cooperation.

MESSC is carrying out programs to send sports instructors abroad to view the ways in which sports are conducted in countries other than Japan. MESSC is also subsidizing sports exchange programs implemented by municipal governments in order to enhance mutual understanding and friendship with Asian countries through sports. In FY1997, 15 cities and towns in 12 prefectures conducted international exchange through sports including baseball, table tennis and cross country running, with people from such countries as the Republic of Korea and China.

MESSC also subsidizes international exchange programs organized by the Japan Amateur Sports Association and the Japanese Olympic Committee.

Figure 4-4: Proposed Japan and Korea Match Venues for the FIFA 2002 World Cup Finals

The Japan Amateur Sports Associations are conducting the following international exchange programs for the promotion of sports among Japanese people.

(1) The 7th Japan-Korea-China Junior Sports Exchange Meet (1993~)

Junior exchange meets are hosted each year in either Japan, the Republic of Korea or China, to contribute to the improvement of competitiveness at Junior level and to the promotion of mutual understanding between the three countries.

(2) Visit of Japanese Sports Leaders to Foreign Countries (1978~)

Sports instructors approved by the Japan Amateur Sports Association are dispatched abroad, where they spend time studying and researching the sports environment and sports instruction methods of various countries in order to improve their ability to instruct.

(3) Study Tour Project for Leaders of Asian Youth Sports in Japan (1991~)
Instructors who specialize in sports activities are brought to Japan from neighboring Asian countries in order to promote sports in the Asian region. They observe the current state of youth sports activities in Japan and take part in training programs.

(4) Sports Exchange by Japan Junior Sports Clubs Association (1974~)
Youth sports associations, the aim of which is to promote sports among young people and to contribute toward their sound mental and physical development, dispatch and bring to Japan young athletes and instructors to and from Germany, the Republic of Korea and China. This contributes to the promotion of youth sports and of mutual understanding.

The Japanese Olympic Committee (JOC) implements the following international exchange programs with a view to strengthening athletes and to improving the international competitiveness of Japan.

(1) International Exchange Program (1957~)
JOC works to improve the competitiveness of Japanese athletes by dispatching teams to international competitions, including the Olympic Games and the Asian Games.

(2) Dispatch of the Team (1977~) and invitation to Overseas Team (1978~)
JOC works to strengthen athletes through sports exchange by dispatching athletes specially selected for strengthening along with the personnel to strengthen them to international competitions held abroad, and also by inviting top level athletes and teams to Japan.

(3) Dispatch of Junior Athletes Team (1978~)
JOC dispatches Junior level athletes to competitions held abroad in order to develop and strengthen them as next-generation athletes.

(4) Arrangement of Overseas Coach (1978~)
JOC works to improve competitiveness by inviting top-level foreign coaches to Japan for an extended period, where they introduce leading instruction methods, and apply them to the instruction of Japanese athletes.

(5) Overseas Training Program for Coaching (1979~)
By dispatching young instructors abroad for extended periods, JOC works to develop instructors responsible for the Japanese sports world through study of specific methods of improving competitive levels, measures for strengthening athletes and actual conditions of instructors in foreign countries.

(6) Dispatch for Coach Training (1978~)
JOC dispatches top-level sports coaches abroad to study. The coaches accumulate and analyze information, and through the results of their research contribute to the instruction of athletes to be specifically strengthened for the Olympic Games.

To further promote friendship and goodwill between the two countries, using the joint hosting of the 2002 World Cup Finals by Japan and the Republic of Korea as an opportunity, MESSC has been providing support to Japan-Korea sports exchange programs conducted by the Japan Amateur Sports Association and the Japanese Olympic Committee since 1997. Programs to be implemented in FY1998 are outlined below.

(1) Youth sports exchange programs (Japan Amateur Sports Association)
(2) Adult sports exchange programs (Japan Amateur Sports Association)
(3) Programs to improve the competitiveness of Junior athletes (Japan Amateur Sports Association, Japanese Olympic Committee)
(4) Exchange programs involving national teams (Japanese Olympic Committee)

According to FY1997 results of international sports exchange compiled by MESSC for the Japan Amateur Sports Association, Japanese Olympic Committee and central sports associations, there were 1,092 cases of dispatch from 53 organizations to 89 countries involving 13,536 athletes and 4,342 officials. There were also 1,324 cases of bringing people to Japan from 136 countries received by 42 organizations, involving 10,024 athletes and 4,018 officials.

SECTION 4: THE PROMOTION OF PROFESSIONAL SPORTS

1. The Significance of Professional Sports and Support Provided

In recent years the interest of the Japanese people in professional sports, such as the soccer J League, professional baseball, *sumo* wrestling and professional golf, has heightened. These sports are widely supported by many Japanese people as "spectator sports." They play an especially important role in deepening young peoples' interest and pursuit in sports, and in promoting a wider range of sports. Professional sports are also extremely significant because, among other things, the advanced skills of professional athletes contribute to the improvement of competitiveness of sports as a whole.

The Japan Professional Sports Association was established in December 1990 as an administrative body for professional sports. The main professional sports-related associations of Japan are members of the Association. These Association members cooperate and coordinate mutually, as they conduct various programs with the aim of developing sports in Japan through the development of the whole area of professional sports.

In FY1990, MESSC widened the sphere of the sports awards system for people who had performed distinguished services from amateur only to incorporate professional sports. Minister of Education, Science, Sports and Culture Awards have been presented to those who have performed distinguished services for many years in the field of professional sports. From FY1996 these awards have also included current athletes who have achieved the most outstanding results in the history of professional sports. Furthermore, in 1991 MESSC created the post of Senior Specialist, Professional Sports for the purpose of comprehensively carrying out measures for the promotion of professional sports, and also from the same year has given its support to professional sports events.

In May 1998 there was a partial amendment to the Sports Promotion Law, in which it was proposed that the national government and local governments make efforts to give appropriate consideration to the use of the advanced competitive skills acquired by professional athletes in taking steps to promote sports.

2. Exchange between Amateur and Professional Sports

In recent years world sports trends have shown that the barrier between professional and amateur sports is falling, this can be seen in international competitions such as the Olympic Games. In certain sports, such as baseball, soccer and basketball, there is a strong tendency to allow the participation of professional athletes. This can also be seen in Japan, for example in professional baseball where the prohibition on amateur-professional exchange was always very strict, but now a return of professional baseball players to non-professional company baseball teams has become possible in some cases. In this way, movements to greater cooperation and coordination among amateurs and professionals is being seen.

Advancing appropriate cooperation and coordination for amateur and professional sports plays an important role in the overall promotion of sports in Japan. Since FY1994, MESSC has been holding the Amateur-Professional Sports Exchange Conference which conducts conferences and information exchange on, amongst others, the development of athletes and the exchange of instructors.

SECTION 5: THE PROMOTION OF PARTICIPATION IN DIVERSE AREAS OF SPORTS

In addition to actually moving one's body to participate in sports, it is also possible to enjoy sports culture in a diverse number of forms. In the "Opinion Survey on Stamina and Sports," 92% of those surveyed responded that they go to watch sports live, watch sports on television or listen to sports on the radio. Watching athletes challenge themselves to their very limits leaves an impression on people and provides them with dreams. It eventually brings about a qualitative improvement of Japanese people's lives and a richer lifestyle. In this way the promotion of "spectator sports" is an important issue in the promotion of sports.

The significance and value of sports volunteer activities, in which one gives "support to sports," are gaining recognition as a new form of involvement in sports culture. This was shown at the Nagano Olympic Winter Games where a large number of volunteers cooperated in the management of the Games, and helped to make them a great success. Since FY1996, MESSC has been conducting surveys and research for the purpose of understanding current conditions of volunteer activities and identifying future issues relating to sports.

Volunteer Activities at the Nagano Olympic Winter Games

Volunteers gathered at the Nagano Olympic Winter Games not only from Nagano Prefecture but also from other areas across Japan and from overseas. Approximately 32,000 people participated in the management of the Games, including venue arrangements, security and transportation operations. A further 15,000 people participated in related cultural events. In order to promote the creation of information exchange networks and voluntary activities among the registered volunteers, the Nagano Olympic Volunteer Promotion Council (Team '98) was established. Before the Games, training workshops were conducted in cooperation with the Organizing Committee for the XVIII Olympic Winter Games, Nagano 1998 (NAOC). Activities were also carried out to positively cultivate volunteer spirit, such as activities to provide victims of the Great Hanshin Earthquake with bathing facilities.

Volunteers carry out course maintenance at the Nagano Olympic Winter Games

The results of such efforts were fully demonstrated in the actual operation of the Games, received great acclaim from the people involved in the Games, and contributed greatly to the success of the Games themselves. In addition, local economic and labor organizations established the Economic Organization and Federation Nagano Olympic Volunteer Conference for the creation of a better environment for volunteer activities, such as the introduction of a special leave system. It is hoped that the various experiences gained at these Olympic Games will enable sports volunteer activities to develop a stage further in the organization of other competition events.

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